



2



# Contents

<b>45</b>	<b>Part Two: The Alternatives and Their Common Elements</b>		
<b>45</b>	<b>Overview</b>		
<b>45</b>	<b>Goals for the National Historic Sites</b>		
<b>46</b>	<b>Management Zoning</b>		
<b>51</b>	<b>Developing New Directions</b>		
<b>52</b>	<b>Similarities among the Management Alternatives</b>		
52	Preserving Park Resources		
56	Providing for Public Use and Enjoyment		
56	Ensuring Operational Effectiveness		
<b>59</b>	<b>The Management Alternatives</b>		
59	The No-Action Alternative (Continuation of Current Practices)		
64	Action Alternative One		
70	Action Alternative Two (Preferred Alternative)		
<b>94</b>	<b>Cost Estimates for the Alternatives</b>		
<b>95</b>	<b>The Environmentally and Agency Preferred Alternative</b>		
<b>98</b>	<b>Ideas Considered but Not Advanced for Further Analysis</b>		
		<b>47</b>	<b>Maps</b>
		63	2-1: Management Zoning
		69	2-2: No Action Alternative
		75	2-3: Action Alternative One
			2-4: Action Alternative Two
			<b>Tables</b>
		76	2-1: Management Objectives and Potential Actions
		95	2-2: Comparison of Cost Estimates for the Alternatives

## Part Two: The Alternatives and Their Common Elements

### Overview

This section outlines alternative approaches for managing the Roosevelt-Vanderbilt National Historic Sites. The National Environmental Policy Act (NEPA) of 1970 requires that alternative concepts be developed in a draft general management plan to set forth a reasonable range of ideas for managing the parks. All alternatives, though diverse, should be feasible. If park managers are leaning toward one of the alternatives, regulations require that the draft plan identify the preferred alternative for the benefit of the public.

The alternatives are general in nature, not detailed, specific, or highly technical. When funds become available to construct facilities, to undertake landscape treatment, or to implement other actions consistent with the approved general management plan, then site-specific research, planning, design, compliance, and technical environmental analysis will be carried out. For example, the cultural landscape actions outlined below would be implemented based on the recommendations of a cultural landscape treatment plan, archeological research, and site-specific design. All undertakings will also be subject to federal and state consultation and compliance requirements.

It is important to note that all construction and staffing proposals under the various alternatives are subject to National Park Service funding limitations and priorities and are expected to be staged over the life of the general management plan.

### Goals for the National Historic Sites

As an initial step in the process, the planning team articulated the following goals—the broad ideal conditions that park managers strive to attain in perpetuity. In brief, the goals for Roosevelt-Vanderbilt National Historic Sites assert that the sites be protected, that the park audiences be informed and satisfied, and that park managers work with others to foster stewardship. The goals are not listed in order of priority.

#### PRESERVING PARK RESOURCES

- All resources significant to the purposes of the parks are protected and preserved, with cultural and natural resources maintained in good condition.

- Resource management is guided by the highest quality research and analysis.
- Through NPS and/or partner efforts, land outside of NPS ownership that constitutes the parks' historic setting is protected from incompatible development.

#### PROVIDING FOR PUBLIC USE AND ENJOYMENT

- Visitors are informed and oriented before they arrive; are comfortable, safe, and able to navigate clearly among the sites throughout their visit; and leave with an enhanced understanding of the parks' resources and NPS priorities for stewardship.
- Actual and virtual audiences find interpretive materials, exhibits, and programs appealing and enriching. Interpretive presentations are upgraded in form and content.
- The parks attract new generations of visitors who better reflect the current diversity of the U.S. population.

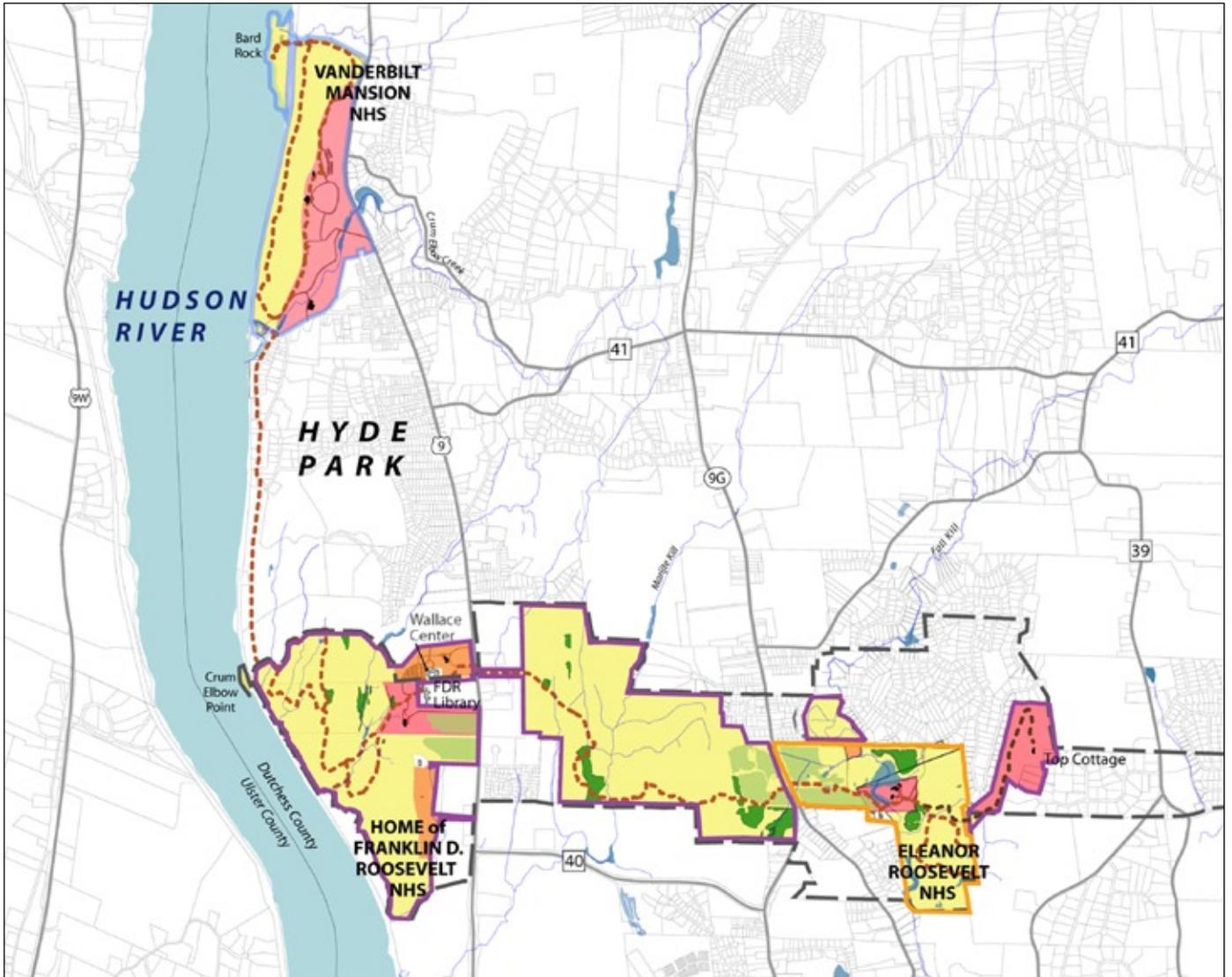
#### ENSURING ORGANIZATIONAL EFFECTIVENESS

- Partnership development is ongoing and builds constituencies that advocate for the long-term preservation of the sites and of related resources and values beyond park boundaries.
- The three national historic sites are administered in a safe, energy-efficient, and cost-effective manner, with park support facilities located to allow the greatest efficiency with the least impact on park resources and surrounding community.
- There is sufficient park staff, support facilities, and equipment to protect and preserve resources, with the maintenance backlog largely eliminated. Funding, staffing levels and capabilities, partnerships, volunteer programs, and technology are secure, cost-effective, and used efficiently to enhance overall operations. Staff research, training, scholarship, and professional development are encouraged and facilitated.

### **Management Zoning**

National Park Service policies for park planning require the identification of management zones that guide park managers on how each part of a park should be managed to achieve desired conditions. Management zoning directs the location and character of development and other management activities within the park. It is used in combination with other policies governing proposed changes to parklands.

Under this general management plan, the management zoning is the same for all alternatives. As the following map indicates, the planning team identified three management zones for the parklands: Historic Core, Cultural Landscape Preservation, and Park Support. The zones possess different characteristics, based on the resources they encompass, and may need to be adjusted if new information changes the current understanding of the history and use of the property. The zones require varying management approaches for resource



Map 2-1: Management Zoning

**Management Zoning**

- Historic Core Zone
- Cultural Landscape Preservation Zone
- Park Support Zone

**Legend**

- Historic Roosevelt Family Estate (NPS acquisition boundary)
- Historic Forest Plantations
- Historic Farm Fields
- Water
- Hyde Park Trail
- Top Cottage Trail
- Eleanor Roosevelt National Historic Site
- Vanderbilt Mansion National Historic Site
- Home of Franklin D. Roosevelt National Historic Site



management and visitor experience. To address carrying capacity, resource and social condition standards and indicators will be identified for each of the zones and a monitoring plan developed. (See Part Six, Appendix E: Visitor Experience & Resource Protection – Carrying Capacity.)

The resource conditions and appropriate activities for each of the zones are described below.

#### **HISTORIC CORE**

This zone embraces areas of the parks that have high concentrations of cultural resources, intensive management requirements, and moderate to high visitor density.

##### **Description**

The historic core includes the main residences, domestic and agricultural outbuildings, and their surrounding grounds. The key resources within this zone include historic structures, archeological resources, formal gardens, entry drives, gate houses, bridges, and other designed landscape features. At the Home of FDR NHS, this zone includes the FDR Home, gravesite, and dependencies (roughly the area of the original FDR donation of 33 acres), and Top Cottage. At Eleanor Roosevelt NHS, this zone includes Val-Kill and Stone Cottages and their dependencies and makes up approximately 8 acres. This zone corresponds with the approximately 8-acre area that was the subject of a 1926 lease agreement FDR entered into with Eleanor Roosevelt, Marion Dickerman, and Nancy Cook allowing them to use the property for residential, industrial, or manufacturing purposes for their life term. At Vanderbilt Mansion NHS, this zone includes the Mansion, the Pavilion, gardens, outbuildings, encompassing the developed areas from the northern entry gate south. The historic core also harbors what are presumed to be the most sensitive archeological areas, as well as visitor facilities that are housed within historic structures.

##### **Desired Resource Condition**

The cultural resources in this zone would be managed for preservation, restoration, rehabilitation, or adaptive re-use. Changes to the historic scene would be permitted to allow for basic visitor services, safety, and resource protection.

##### **Desired Visitor Experience**

Visitors would experience the historic quality and character-defining features of the resources. There would be abundant opportunities for learning about the history and significance of the parks.

##### **Appropriate Kinds and Levels of Development**

Development would be permitted in this zone but be limited to what is necessary to provide fundamental visitor services. Such development could include visitor contact facilities, trails, trailheads, parking, and interpretive media. All development must be undertaken in a manner that meets the Secretary of the Interior's *Standards for the Treatment of Historic Properties* and be sensitive to the character and setting of the historic core.

**Appropriate Kinds and Levels of Management Activities**

Moderate to intensive management in this zone would be applied to stabilize, preserve, restore, rehabilitate, adaptively re-use, and interpret cultural resources.

**Appropriate Kinds and Levels of Visitor Use**

Visitor activities would include viewing historic structures, artifacts, gardens, and grounds, and participating in interpretive tours, programs, and special events. Visitors to this zone are likely to experience moderate to high visitor density and should expect to encounter groups of other visitors, especially when receiving orientation, taking tours and during special events.

**CULTURAL LANDSCAPE PRESERVATION ZONE**

This zone embraces the majority of the parklands, requires moderate intensities of management, and offers visitors opportunities for self-paced exploration.

**Description**

Key resources found within this zone include scenic views, former agricultural fields, natural woodlands, forest plantations, roads and trails, stone walls, and archeological sites.

**Desired Resource Condition**

The resources in this zone would be managed to preserve the character-defining features, physical attributes, biotic systems, and historic land uses that contribute to the historical significance of the parks. Natural resources would be managed to maintain significant cultural landscape features and/or to sustain biological diversity.

**Desired Visitor Experience**

Visitors would experience the historic quality and character-defining features of the cultural resources, as well as streams, native woodlands, and other natural resources. There would be abundant opportunities for learning about the history and significance of the parks, for self-paced, individual exploration, and for quiet appreciation of the parklands in the areas more remote from the core zones.

**Appropriate Kinds and Levels of Management Activities**

Management actions, such as mowing and haying fields, agricultural leasing, grazing animals, prescribed fire, forestry management, and invasive species management would be applied in this zone to maintain the historic character and appearance of the cultural resources and to encourage native species and natural diversity.

**Appropriate Kinds and Levels of Development**

Development would be permitted in this zone but limited to what is necessary to provide visitor services. Such development could include interpretive media, parking areas, and other provisions for visitor access, trails, and trail heads. All development must be undertaken in accordance with the Secretary of the

Interior's *Standards for the Treatment of Historic Properties* and be sensitive to the character and setting of the zone.

#### **Appropriate Kinds and Levels of Visitor Activities**

Visitor education would take place in this zone, as would guided and self-guided tours of the landscape and special programs related to historic land uses and activities. Non-motorized recreational activities on designated trails, such as hiking, biking, and cross-country skiing, would be permitted. Visitors are likely to experience low to moderate visitor density and should expect to have periodic encounters with other visitors, especially on Roosevelt Farm Lane and other segments of the Hyde Park Trail.

#### **PARK SUPPORT ZONE**

This zone embraces areas of the parks that can accommodate administrative and other park support facilities with minimal impact on the overall character of the property.

#### **Description**

The key park resources associated with this zone include facilities to support park and park partner administration and operations. The zone also includes contemporary and historic structures, cultural landscapes, and archeological resources. At the Home of FDR NHS, the Park Support Zone encompasses the park headquarters: Bellefield and its outbuildings (some of which are used for maintenance functions until a new facility can be constructed), Wallace Center parking area, the new museum services facility site south of the Red House, and the composting operation. At Eleanor Roosevelt NHS, it encompasses the Caretaker's Cottage site (the location for the new partner administrative facility).

#### **Desired Resource Condition**

Park support facilities are maintained in good condition. Necessary facilities in this zone would be placed as unobtrusively as possible and sited to blend aesthetically with the natural and cultural environment.

#### **Desired Visitor Experience**

Typically, members of the public would enter the park support areas when they have business with the park or the park partners, or are attending a public event. Public access to the collections for research purposes would be permitted with adherence to NPS policies and guidelines. When entering these areas, visitors might encounter maintenance or administrative buildings, equipment, and machinery in operation.

#### **Appropriate Kinds and Levels of Development**

Development in this zone would be permitted and would include park operations and visitor facilities, roads, and parking. The most intensive new development within the park would be undertaken in this zone. All development must be undertaken in accordance with *The Secretary of the Interior's Standards for the*

*Treatment of Historic Properties* and be sensitive to the character and setting of the zone.

#### **Appropriate Kinds and Levels of Management Activities**

Active management in this zone would accommodate intense use, as well as regular maintenance of both the structural and landscape elements. It would also include staging and preparation for maintenance and resource protection.

#### **Appropriate Kinds and Levels of Visitor Activities**

Visitor activities appropriate within this zone would include parking, conducting business at the park, or attending a public event.

### **Developing New Directions**

The planning team developed the two action alternatives in response to public input and an analysis of the parks' legislation, purpose and significance, fundamental resources and values, and goals. After examining this information, the team identified several subject areas for which visions for the future of the parks could differ substantially, given a number of factors introduced since the parks' creation, and given the planning issues identified by stakeholders. The team defined and applied three broad questions, or "decision points," around which they structured the management approaches or action alternatives.

#### **1. What level and extent of resource preservation treatment is desirable and appropriate to portray the historic conditions of the properties?**

The historic properties have changed since the Roosevelt and the Vanderbilt families lived here. They are no longer working farms and forests. Acres of agricultural lands have become obscured by woody growth. Forest plantations, left unmanaged, are becoming unrecognizable. Gardens have been altered or completely removed. Some estate support buildings have been lost due to poor repair, and others are being compromised by inappropriate uses. Prized Hudson River views are becoming increasingly obstructed by tree growth on parklands and further threatened by development pressures across the river. Continued suburban-type development, already evident when the existing plans were formed, has further separated the parks from their surroundings in a way that was not foreseen when the sites were established.

#### **2. What should the parks be doing to maintain or build visitation and attract new audiences, and how can they best interpret these historic sites to generations that lack personal experience with the period?**

As at many other historic sites, the number of visitors has declined in recent decades, with the greatest declines experienced at the Roosevelt sites. In addition, visitors do not reflect the ethnic, racial, or socio-economic diversity that now characterizes the U.S. population. While the new Henry A. Wallace Visitor and Education Center, with its film and exhibits, and the new Eleanor Roosevelt film and exhibits at Val-Kill provide exciting and essential additions to visitor introduction and orientation, the National Park Service's method of presenting

the parks has changed little since the parks' establishment. The historic residences continue to be the focus of interpretation, to the neglect of other important structures and cultural landscapes and their stories. In addition, opportunities exist to further develop educational programming, which at present centers on the Home of FDR NHS, with far fewer programs offered at other sites. Moreover, the overwhelming majority of students take house tours as opposed to participatory programs.

### **3. How can the parks work in partnership to garner resources to enhance capacity for operations and services?**

As at many other NPS sites, the condition of key park resources is in decline, as there is a critical backlog of maintenance and preservation projects and limited staffing with which to conduct site operations and manage repairs. While modest increases have been made to the park budget in the past few years, they are insufficient to overcome deepening shortfalls accruing over several decades from rising fixed costs, such as employee cost-of-living adjustments, retirement and health insurance benefits, and utility costs; and the greater costs of delaying deferred maintenance and preservation. This poses a generalized threat to the long-term preservation of the sites' resources. Increasingly, park managers are looking for ways to involve partners to help accomplish the parks' missions.

The two "action alternatives" respond to these broad decision points in different ways. The alternatives differ in terms of resource preservation, primarily in the realm of cultural landscape treatment; in interpretive and educational services; and in the level of partnership activities to help enhance operational capacity. In addition to the two "action alternatives," law and policy require an alternative that represents a continuation of current management practices, and this is provided by the "No-Action Alternative."

### **Similarities among the Management Alternatives**

There is a particular set of management objectives that will be pursued regardless of which alternative is ultimately chosen. The planning team developed the objectives that are common to all alternatives in cases where there is little divergent opinion about the appropriate treatment, presentation, or course of action related to a particular resource; where there is no feasible and appropriate alternative to a particular proposal; or where the existing condition presents no problems and no reason to pursue a change of course. The major common elements are described below. (The elements that differ among the alternatives are the focus of the "Management Alternatives" section.) A detailed description of the common objectives is also presented in the management alternatives table that follows the narrative description of the alternatives.

#### **Preserving Park Resources**

##### **Resource Condition**

Many of the parks' fundamental resources, including historic structures, designed landscapes, and museum objects are in poor or serious condition. Whichever alternative is ultimately chosen, park managers must make the preservation

and maintenance of park resources a priority. Under any scenario, park managers will develop an implementation strategy that identifies available funding sources, sets specific targets from those sources, and establishes maintenance/preservation activities as priority items. Park managers will then implement the plan within that framework.

### Presentation of Key Historic Structures

Whichever alternative is implemented, presentation and treatment of key historic structures will remain constant. The historic residences—FDR Home, Val-Kill Cottage, and Vanderbilt Mansion—will continue to be presented as fully furnished historic house museums. Top Cottage will continue to be presented as a furnished exhibit with reproduction furnishings and interpreted through “seminar-style” guided tours. At Val-Kill, Stone Cottage will be opened and interpreted to the public on a regular basis. (See Appendix F for treatments and uses of primary historic buildings.)



Mrs. Vanderbilt's Room

### Collections

Under all alternatives, park managers will seek to preserve the collections in good condition so that they may continue to support site programs and interpretive themes. Original and associated collections will be returned to the national historic sites as they become available, and park managers will advocate for the protection of related collections held by others.

Collections management will emphasize maintaining and restoring, where possible, the original appearance and quality of the historic furnished interiors of the residences through ongoing conservation. Creative passive approaches to improve the environmental conditions for the objects will be evaluated and implemented, such as mitigating fluctuations in humidity by keeping doors and windows shut, and regulating temperatures by using insulation and thermostatically controlled dampers.

The stored collections are preserved and maintained in a recently constructed museum services facility, an approximately 9,600 square-foot building that provides a secure, dedicated, environmentally controlled space and meets NPS standards. Collection storage and some associated administration functions are being relocated there from their present dispersed locations. Access to the collections and collections records will be improved through the creation of more finding aids, the use of the internet, as well as the use of the new facility, which will make the collections more readily available to researchers.

### Important Natural Communities

Important natural communities on parklands will be preserved, fully protected, and improved as possible. Such communities include a freshwater tidal marsh (a globally important community), red cedar rocky summit forest type (a community of statewide significance), mature oak/tulip tree and other mature forest stands, vernal pools and seeps, and habitat for the Blanding's turtle (a state-listed threatened species). Stewardship of the communities will be enhanced through such actions as prescribed fire, vegetation management, and/or improving the



Red cedar rocky summit forest type

flushing action in the tidal marsh, in addition to limiting visitor access in sensitive areas as necessary. Surveys will be undertaken to document the important natural communities and populations, to educate visitors about these communities, and to monitor visitor-use impacts to help mitigate effects on resources.

#### **Historic Setting (Lands Outside NPS Ownership)**

Park managers will be actively engaged with a broad-based coalition of interested parties—governmental entities, land trusts, nonprofit organizations, academic institutions, concerned citizens—to protect the sweeping views of the Hudson Valley that have become emblematic of the Great Estates region. Potential activities include developing an atlas of lands within the park viewsheds, sharing information with interested parties, convening forums, and developing action plans. Opportunities will be explored to coordinate protection efforts with major regional and federal initiatives, such as the Hudson-Fulton-Champlain Commemoration of 2009 (and beyond) and the NPS “Centennial Challenge.”

Park managers work collaboratively with partners to protect the parks’ historic setting, and to re-establish the rural character of the Route 9 and Route 9G corridors in the vicinity of the parks to the extent practicable. For example, park managers will continue to work with the Hudson Valley Welcome Center Partners to protect the remaining undeveloped Roosevelt Family Estate lands between Route 9 and Route 9G; actively advocate for limiting development on lands proximate to or within the Roosevelt and Vanderbilt estates; promote the compatible use of the Val-Kill Tea House by others; work cooperatively with local officials, property owners, and other interested parties to protect the remaining resources associated with the historic Vanderbilt Farm; continue to engage in the New York State Environmental Quality Review (SEQR) process to influence development decisions on adjacent lands in ways that would benefit the parks; participate with other affected landowners and the Town of Hyde Park in enforcing the existing 100-foot deed restriction in place along the east side of Route 9 on former Roosevelt Family Estate lands; and work cooperatively to develop a town dock and river access on properties held by others, while protecting the scenic quality of the Hudson riverfront.

#### **Research and Scholarship**

Research, evaluation, and monitoring of cultural landscapes, museum collections, historic architecture, archeological resources, and natural resources will be undertaken to improve the management of park resources. Scholarship will be facilitated and disseminated to advance understanding of the parks’ significance, guide interpretation and educational programs, and explore interpretive themes from differing viewpoints.

#### **Periods of Treatment and Interpretation**

Addressing one of the issues identified early in the process, the planning team determined a period of treatment and interpretation for each site. In practice, the defined period of interpretation represents the period of interpretive emphasis and does not exclude some discussion of earlier and later events, such as the

geological setting of the parks, the earlier inhabitants, or aspects of their management by the NPS. The period of treatment provides a reference to guide treatment and presentation efforts. It identifies a time during the period of significance when the property reached its height of development and when it best reflected the characteristics for which it is significant. Further consideration is given to the level of historical documentation and to the existing conditions.

The period of interpretation for the Home of FDR NHS extends from the purchase of the property by FDR's father in 1867 through the President's death in 1945. Eleanor Roosevelt's interment in the Rose Garden in 1962 is also interpreted. In terms of the period of treatment, it is recommended that the property be managed to reflect its character as it had developed through circa 1941, before the U.S. entered World War II. During the war various temporary structures were erected for security reasons, and the use of the buildings and grounds was affected. Placing the treatment period in circa 1941 allows these ephemeral changes to be addressed interpretively without creating a demand to reconstruct temporary facilities and conditions that are not representative of the property's normal use. At Top Cottage, the treatment period extends to circa 1944, to accommodate changes FDR made and depict the site near the end of his occupancy.

At Eleanor Roosevelt NHS, the period of interpretation extends from 1924, when the decision to build at Val-Kill was made, to Mrs. Roosevelt's death in 1962. In terms of the treatment period, it is recommended that the property be managed to reflect its character as it had developed through circa 1960. This determination is based on both physical and thematic considerations and embraces the last major addition to the landscape, the Rose Garden that John Roosevelt built on the lawn between Val-Kill Cottage and Stone Cottage in 1960 so that Mrs. Roosevelt could see the flowers from her sleeping porch. In the last years of her life Mrs. Roosevelt became ill and was unable to participate in some of the decision making, so that 1960 represents the last date when she was actively involved in management of the property. Without her care and attention certain landscape features, such as the cutting garden, deteriorated in condition. A treatment period of circa 1960 represents the culmination of Mrs. Roosevelt's influence on the evolution of Val-Kill's landscape and is also the time by which she had reached the peak of her national and international influence.

For Vanderbilt Mansion NHS the period of interpretation begins with the Bard family occupancy in 1764, which marked the start of its development as a Hudson River estate, and ends in 1938, the year of Frederick Vanderbilt's death. In terms of treatment period, it is recommended that the property be managed to reflect its character as it had developed through circa 1938. This date incorporates all of the major changes to the landscape that happened in the later Vanderbilt period, including changes to the formal gardens and to the site's trees. Documentary evidence indicates that, after Louise Vanderbilt died in 1926, Frederick Vanderbilt spent even more time at Hyde Park, and tree inventories from the 1940s suggest that Vanderbilt planted numerous trees in the later years of his residency at Hyde Park. Significant changes to the landscape, including a redesign of the Italian garden by Robert Cridland around 1930, also occurred in the later Vanderbilt period. The historical record gives a relatively

complete picture of the character, composition, and condition of the landscape in the early 1940s, and by reasonable estimation, in 1938. This documentation of the landscape at the end of the period of significance will help reduce conjecture and allows a higher level of detail and specificity in treatment recommendations.

## **Providing for Public Use and Enjoyment**

### **Orientation and Arrival**

Park managers will make pre-arrival information and updated orientation materials available to visitors through a variety of venues, including NPS and partner websites, as well as the proposed Hudson Valley Welcome Center, should it become operational.

The visitor arrival sequence at the Home of FDR will be evaluated and modifications made to improve the sense of park entry leading to the Wallace Center, as well as to correct the misconception that Bellefield is the Home of FDR. Such improvements could include screening views of staff parking at Bellefield, upgrading the appearance of the Bellefield outbuildings, modifying drives and paths, and improving directional signage.



FDR's office

### **Guided Tours**

Guided tours of the residential interiors will remain a primary visitor offering, but will be modified to offer a fuller presentation of key structures. For example, at the FDR Home, public access to the kitchen, service areas, and FDR office will be increased. At the Vanderbilt Mansion, public access to the basement, service areas, and upper floors will be increased.

Tour group size in the main residences and cottages will be re-evaluated to support interpretive and resource management objectives. New upper limits on the number of people per tour will be established if warranted to ensure the protection of resources and a high-quality visitor experience.

## **Ensuring Operational Effectiveness**

### **Facilities**

The new facilities completed while this plan was in preparation will become operational: Roosevelt Farm Lane, the administration facility at Val-Kill on the site of the Caretaker's Cottage to support the operation of ERVK, and the new museum services facility.

As described in the 2007 environmental compliance documentation that supported the rehabilitation of Roosevelt Farm Lane (a categorical exclusion), the rehabilitated route will be used by pedestrians, bicyclists, and the park shuttle/tram. The New York State Historic Preservation Officer made a finding of No Adverse Effect on Roosevelt Farm Lane in 2007. While Roosevelt Farm Lane is a park road that is closed to public vehicles and restricted to motor vehicles used for administrative purposes only, it is possible for the Superintendent to designate it as open for bicycle use without a special rule-making, per 36 Code of Federal Regulations (CFR) Section 4.30.

As called for in approved planning documents, to support the long-term preservation of the historic structures and to provide adequate health and safety



Rehabilitated Roosevelt Farm Lane

standards for employees, the maintenance operation will be relocated from the Vanderbilt Coach House and from the Bellefield outbuildings (Stone Garage, Yellow Barn, and Block Garage) to a new structure. A new, consolidated maintenance facility that meets health and safety standards will be developed in a location that has minimum impact on prime visitor and resource areas and meets the following criteria: has adequate space for a building, maintenance yard, and parking; is easily accessible by road and allows for heavy truck use; is free of wetlands, floodplain, threatened and endangered species, and prime agricultural soils; has relatively gentle topography; and can be visually and aurally screened from neighbors. Should such a site not exist within the boundary, a new location for the development of the facility will be sought. If land selected for the facility is outside of the boundary, an administrative or legislative boundary change would be required, depending upon the size and location of the property.

The Bellefield property will be retained as park headquarters and updated to make more efficient use of space for administrative functions, to improve the vehicular and pedestrian circulation systems throughout the property, and to expand and screen staff parking.

### **Sustainability**

Park managers will seek to reduce utility bills and the parks' carbon footprint by increasing sustainable practices and energy efficiency. For example, park managers will conduct an energy audit, evaluate the feasibility of using alternative sources of energy, develop new facilities according to "green" principles, replace inefficient systems, and participate in the NPS programs addressing climate change.

### **Car-Free Access**

Park managers will seek to improve car-free access to the parks. To that end, a multi-year pilot or field test (started in 2008) will continue to determine optimum service characteristics for an alternative transit system (ATS). The pilot will field-test different routes, vehicle types, and operational structure. Based on the results of the field test and available funding, park managers will structure and implement an ATS that best offers an attractive and safe alternative to automobile use, encourages multi-site visitation, and improves mobility for those with ambulatory challenges. The objectives of the field test, and ultimately the long-term ATS, will be to link the park sites with one another, the town center, and the Poughkeepsie train station. The park ATS will be supported by a set-aside in tour fees, grant funds, and if necessary, by an additional on-board fare. The tour fee set-aside, as well as the tour fees, may need to be increased intermittently to support the service. In addition, park managers will work in partnership to develop and support a regional ATS that serves the proposed Hudson Valley Welcome Center and other regional attractions (see "Partnerships" below).

### **Housing**

Seasonal and temporary staff members and visiting scholars and researchers will have access to affordable, clean, and well-maintained housing, either through



The Roosevelt Ride, a field test of the shuttle service

arrangements with local property owners or through park housing, per the approved Northeast Region Housing Needs Certification Plan, which authorizes seven units of on-site housing. Structures which remain in use as housing include the Bellefield Stone House and the Duplex at the Home of FDR, the Gardeners' Cottage, and the Upper and Lower Gatehouses at Vanderbilt. Guidelines will be developed for use of on-site park housing to address proper storage of outdoor equipment, garden furnishings, car parking, and other outdoor personal effects to minimize visual intrusions of cars and other modern elements into the historic scene.



The Henry A. Wallace Visitor and Education Center

### Partnerships

#### NATIONAL ARCHIVES AND RECORDS ADMINISTRATION

Park managers will continue to work with the FDR Presidential Library and Museum to provide a cohesive visitor experience at the FDR Home and Library. The NPS and NARA will continue to conduct joint operations in the Henry A. Wallace Visitor and Education Center; produce joint programs; coordinate interpretive materials, ticketing, and transit; reduce any redundant management activities; develop a cooperative strategy for cultural landscape treatment and management; and promote complementary collections activities.

#### HUDSON RIVER VALLEY NATIONAL HERITAGE AREA

Park managers will continue to provide technical assistance to the Hudson Valley National Heritage Area and seek collaborative opportunities with NYS Department of Environmental Conservation's Hudson River Estuary Program, the Hudson River Institute (Marist College), and others to further the goals of the heritage area. Park managers will work with schools and other partners to implement the "Teaching the Hudson Valley" program and to tie the Roosevelt and Vanderbilt families' lives in Hyde Park to the regional story of the Hudson River Valley.

#### PRIVATE PARK PARTNERS

Park managers will continue to support the efforts of its primary private partner organizations, whose work supports the purposes of the parks:

- The Eleanor Roosevelt Center at Val-Kill
- Honoring Eleanor Roosevelt: A Project to Preserve Her Val-Kill Home
- The Roosevelt-Vanderbilt Historical Association
- The Frederick W. Vanderbilt Garden Association
- The Beatrix Farrand Garden Association

#### OTHER COLLABORATORS

Park managers will continue to collaborate with the Franklin and Eleanor Roosevelt Institute, the primary support organization for the Library, to protect Roosevelt-related resources associated with the historic Roosevelt Family Estate.

Park managers will continue to join forces with the Eleanor Roosevelt Center at Val-Kill, Franklin and Eleanor Roosevelt Institute, and Presidential Library & Museum on marketing and other activities through "HistoricHydePark.org."

Park managers will continue to work closely with the Hudson Valley Welcome Center Partners—Scenic Hudson, Inc., the Town of Hyde Park, the Hudson River Valley National Heritage Area—and others as appropriate, to advance the Hudson Valley Welcome Center project on lands between Route 9 and Route 9G.

Park managers will continue to connect the parks' interpretive programs with those of other thematically related sites, such as those associated with Franklin and Eleanor Roosevelt, the Vanderbilts, other presidents, and the Hudson Valley.

Park managers will continue to work cooperatively with other partners in the Hyde Park Trail and Hudson River Valley Greenway Trail networks to extend and improve the trail system, including forging new links north to Mills-Norrie State Park in Hyde Park and south to Quiet Cove and Walkway Over the Hudson in Poughkeepsie.

Park managers will continue to work with the New York State Department of Environmental Conservation to manage invasive plant species, as well as to advance other stewardship objectives.

#### **Boundary Adjustment**

Federal law directs the NPS to evaluate the need to adjust a park's boundary when a general management plan is undertaken. None of the alternatives seeks a boundary adjustment as part of its overall management actions.

All alternatives, however, propose a new maintenance facility. The general management plan does not select a specific site for the new maintenance facility. Instead, it identifies criteria that would be used in site selection. It is possible that the facility could be located on lands within the existing boundaries or area of NPS acquisition authority. Should such a site not exist, a new location for the development of the maintenance facility will be sought. If land selected for the facility is outside of the park boundaries or area of NPS acquisition authority, an administrative or legislative boundary change would be required, depending upon the size and location of the property.

#### **The Management Alternatives**

The planning team has formulated two "action alternatives" and, following the requirements of NEPA, a "no action" alternative, which assumes continuation of current practices. This section of the document presents the alternatives in two ways. First, each alternative is summarized in a narrative that highlights key points. Following the narrative, the alternatives are presented in greater detail in a table that describes the management objectives, or desired future conditions, for each alternative (in bold, italic type) and outlines potential actions that may result from the management objectives (as bulleted statements).

#### **The No-Action Alternative (Continuation of Current Practices)**

The No-Action Alternative represents a continuation of current management practices at the Roosevelt-Vanderbilt National Historic Sites. It allows projects to be completed for which funding has been secured or environmental compliance has been fulfilled, but does not allow for major changes in direction. The

No-Action Alternative is presented to help compare current practices to the other alternatives. Examining a continuation of current practices is useful for understanding why the National Park Service may believe that certain changes are necessary or advisable.

In addition to the elements described below, the No Action Alternative includes those described previously in “Similarities among the Management Alternatives.”

#### **Preserving Park Resources**

##### CONDITION OF CULTURAL RESOURCES

Under the No-Action Alternative, park managers would continue to work to improve the condition of the cultural resources within available funding. As described below in “Administration and Partnerships,” park managers would seek to fill vacancies to help address the maintenance/preservation backlog.

##### HISTORIC STRUCTURES AND COLLECTIONS

See “Similarities among the Management Alternatives.”

##### CULTURAL LANDSCAPES

Under this alternative, the configuration and management of the cultural landscape would remain largely as is. Existing views of the Hudson River would be maintained by the present method (annual mowing of fields below the FDR Home and Vanderbilt Mansion), though this means they will become increasingly obstructed by tree growth.

Forest plantations would be inventoried and subject to continued research, but no management actions would be taken to keep them from being lost to natural succession. No additional management of natural woodlands would be undertaken.

Existing gardens, orchards, and other designed landscapes would appear largely as they do now, with no efforts made to restore, replace, or interpret missing features. At Val-Kill, the Cutting Garden would remain the legislatively mandated Memorial to Eleanor Roosevelt (as designated in the site’s 1980 general management plan), with the current design retained and no information given to visitors about the meaning or purpose of the memorial.

Mowing and/or haying of existing fields would continue on an annual basis to suggest the agricultural history of the properties. No attempt would be made to reclaim former farm fields now obscured by tree growth.

#### **Providing for Public Use and Enjoyment**

##### **Visitor Use**

General orientation to the parks would continue to be provided at the Wallace Center, with area-specific orientation provided at Val-Kill and Vanderbilt. Interpretation would continue to be centered on guided tours of the historic residences, with little emphasis placed on other estate buildings and cultural landscapes. Outdoor and recreation-based interpretive programs would continue to receive little emphasis.

The Vanderbilt Coach House would become vacant once a new maintenance facility is in operation. In this alternative, its exterior would be interpreted, and the interiors might be opened for an occasional tour. The other estate buildings now closed to the public would remain so. (See Appendix F for treatments of buildings.)

Educational programs would continue to function at current capacity, with the overwhelming majority of programs offered at the Home of FDR and house tours serving as the core of the programming. Occasional outreach programs would continue.

As at present, special events would continue to be offered per available funding. Holiday open houses, a summer concert series, and several graveside ceremonies would continue to be offered annually.

### **Ensuring Organizational Effectiveness**

#### **FACILITIES**

Under the No-Action Alternative, the Bellefield outbuildings would become vacant once a new maintenance facility is operational. The outbuildings would be repaired and used for park administrative functions and/or storage.

#### **ADMINISTRATION AND PARTNERSHIPS**

The annual budget for regular operations would continue to rely on federal appropriations, augmented by entrance and special-use fees, which would be increased periodically to help defray repair and other project costs. Intermittent grant funding would provide the sole support for marketing and promotion.

Existing partnerships would be maintained and volunteer programs would continue, with support provided for special projects on an occasional basis. Coordination of educational and interpretive programming with partners would continue on a limited basis.

Under the No-Action Alternative, to achieve basic preservation and maintenance activities and visitor services, the park superintendent would seek to fill lapsed and vacant positions as outlined in the existing target organization based on the Northeast Region Position Management Review Board recommendations of 2006 (80.5 full-time-equivalent positions). Insofar as the park continues to be unable to fill these positions with available funds, the long-term ability to sustain NPS preservation standards and provide a satisfactory visitor experience will be progressively diminished.

## Proposals

### --- Core Zones:

- Primary Historic Structures: In all alternatives: continue to present main residences as fully furnished interiors; Top Cottage as a furnished exhibit; and open Stone Cottage on a regular basis and present with interpretive exhibits.
- Designed Landscapes: Maintain as at present, with no attempt made to re-establish historic conditions or lost landscape elements, e.g. Roosevelt Home Garden. Retain Val-Kill Cutting Garden as the focus of a Memorial to ER; retain current, non-historic design.



Views: Maintain as at present, allowing continued obstruction by tree growth.



Historic Forest Plantation: No active management.



Natural Woodlands: No active management.



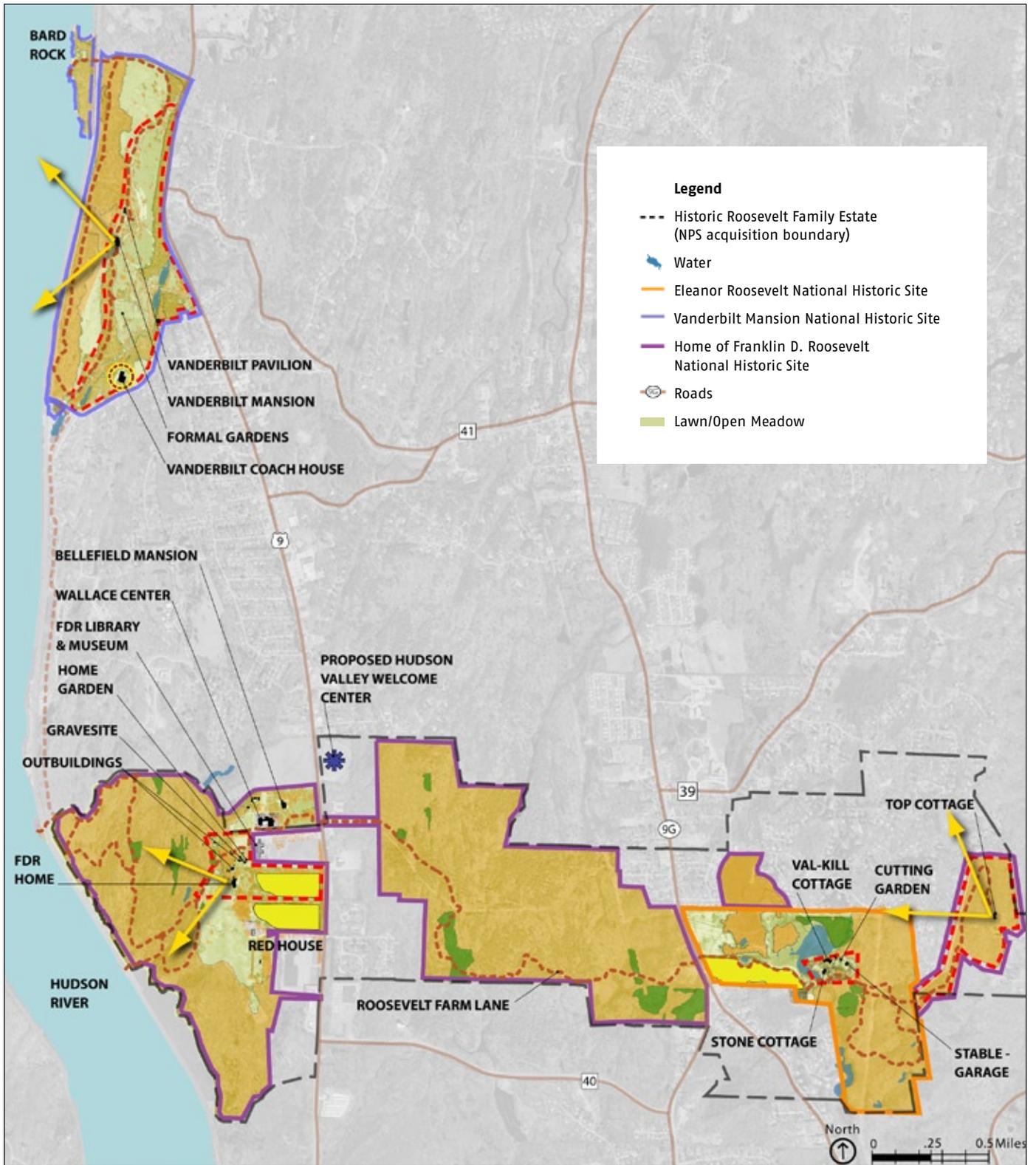
Historic Farm Fields: Maintain present extent of existing farm fields.



Roads and Trails: Maintained as at present; recreational use of trails allowed as at present.



Potential New Uses: Vanderbilt Coach House: Develop new maintenance facility elsewhere. Open interiors for occasional tours.



Map 2-2: No Action Alternative

## **Action Alternative One**

Action Alternative One perpetuates the general philosophy and direction of the existing management plans but updates them to address changed conditions, additions to the parks, and increased knowledge of park resources gathered in the intervening years. Proposed resource management efforts would focus on the landscape and be aimed at restoring the historic appearance of resources to the fullest extent possible within select areas. The reconstruction of landscape features lost since the historic period would be encouraged in core areas to complete the historic scene. Modern intrusions would be minimized, and this alternative would limit the addition of features or facilities that were not present during the periods of historic significance. The main residences would continue to be presented as historic house museums, with more historic outbuildings opened for interpretation than at present.

Efforts to maintain and build visitation would center on expanding the tour options available to visitors and strengthening educational programming. Interpretation would focus on describing historic conditions and encouraging visitors to explore not only the historic residences, but the entirety of the estates through a range of guided and self-guided tours. Educational programming would be strengthened and concentrate on curriculum-based, after-school, and other types of children's programs.

This alternative would rely on enhanced partnerships to accomplish its vision. Coordination with partners would focus on increasing access to and awareness of the sites, enhancing interpretive programming, and assisting with resource preservation efforts.

In addition to the elements described below, the Action Alternative One includes those described previously in "Similarities among the Management Alternatives."

### **Preserving Park Resources**

#### CONDITION OF CULTURAL RESOURCES

Under Action Alternative One—building on the successful examples of the garden associations—park managers would substantially increase opportunities for partner participation in maintenance activities, largely related to the cultural landscape, and would open up new opportunities for volunteer assistance with visitor programming. The increased volunteer participation would provide additional capacity and would free up some NPS staff time to address other maintenance projects. As described in "Administration and Partnerships" below, park managers would also seek to fill positions to address the maintenance/preservation backlog and to coordinate and manage the volunteers.

#### HISTORIC STRUCTURES AND COLLECTIONS

See "Similarities among the Management Alternatives."

#### CULTURAL LANDSCAPES

Under this alternative, management would focus on restoring the historic appearance of cultural landscape features in key areas. Based on a viewshed

management plan, views of the Hudson River would be expanded to restore, to the fullest extent possible, those that existed during the periods of significance. In addition, the view to the southwest at Top Cottage would be re-opened.

Forest plantations and native woodlands would be inventoried and researched, but also actively managed. Based on a forest management plan, and as practicable, forest plantations would be managed to preserve their historic character and perpetuate original species composition, size, and location and the lineage of historic trees. In locations to be determined by the forest management plan, natural woodlands would also be actively managed to perpetuate their historic character of manicured, maintained, and productive forests. For example, in areas of high visibility, downed trees, broken and dead lower limbs, and understory would be removed and other actions taken to promote the timber productivity of the forests.

Restoration, repair, and reconstruction of designed landscapes and gardens would concentrate on the historic core zones, with missing historic elements replaced or reconstructed when possible. Based on a cultural landscape treatment plan, archeological investigations, and other information, major landscape features, such as the Roosevelt Home Garden, would be reconstructed, including planting beds, orchards, the apiary, and other small-scale features.

To more fully reflect the agricultural history of the properties, field patterns would be restored to their historic configuration. The historic fields would be kept open and mown or hayed to suggest their historic appearance when fallow. Or, if feasible, select fields would be planted with corn, wheat, or other crops that were grown there historically.

NPS would explore the feasibility of extending the historic vehicular farm route from Val-Kill to Top Cottage, utilizing historic alignments to the degree possible. Additional lands may be required to support the extension of the farm route. If the lands are outside of the site boundary, an administrative or legislative boundary change would be required.

At Val-Kill, the Cutting Garden would remain the focus of the legislatively mandated Memorial to Eleanor Roosevelt as designated in the site's 1980 general management plan. The NPS would restore the historic appearance of the garden and develop an accompanying program to enhance this commemorative resource.

## **Providing for Public Use and Enjoyment**

### **Visitor Use**

Under this alternative, to enhance historic connections between the Roosevelt sites, the NPS would develop new printed and web-based materials that present the Roosevelt estate as a single entity, introduce both ER and FDR, and direct visitors to the Wallace Center as the starting point for tours of the Home, Val-Kill, and Top Cottage. General orientation to all the sites would continue to be provided at the Wallace Center, with area-specific orientation provided at Val-Kill and Vanderbilt. Should future visitation warrant, the feasibility of reducing or removing visitor parking areas at Val-Kill and limiting access to shuttle, bicycles, and pedestrians would be evaluated.

Interpretation would focus on placing the sites in their historic context. Visitors would be encouraged to explore more estate outbuildings and the outdoors through an expanded menu of tours, exhibits, and educational programs, and through improved trail information. At the Home of FDR, the use and functioning of the outbuildings such as the Laundry and Power House would be interpreted. At Vanderbilt, the Coach House would be opened to the public, furnished to more fully illustrate its earlier use, and used to explain how the Vanderbilt Estate functioned, including the farm, rural workforce, and evolving technology that supported its operation. Greater attention would be given to the Power House, which would be used to interpret the estate's self-sufficient energy generation and water supply system. Stone Cottage would be used to interpret the history of Val-Kill, including Val-Kill Industries and Val-Kill Farms.

Visitors would access restored landscapes via historic trails and roads. No new trail segments would be developed that did not exist during the periods of significance. Interpretive media—both traditional forms and emerging technologies—would be developed to provide outdoor interpretation and improve wayfinding among the sites.

Outreach to new audiences would be enhanced as site resources are devoted to strengthening children's educational programming. Park staff would work in partnership with the Presidential Library and Museum, educators, and other partners to develop curriculum-based study materials, interactive class and after-school programs, and possibly day-camp programs. In addition to the Wallace Center, space devoted to this function would be located in outbuildings at the Home (Garage), at Val-Kill (Stable-Garage) and, if required to support programming, at Vanderbilt Coach House.

## **Ensuring Organizational Effectiveness**

### **FACILITIES**

See "Similarities among the Management Alternatives."

### **ADMINISTRATION AND PARTNERSHIPS**

The annual budget for regular operations would continue to rely on federal appropriations, augmented by entrance and special-use fees, which would be increased periodically to help defray repair and other project costs.

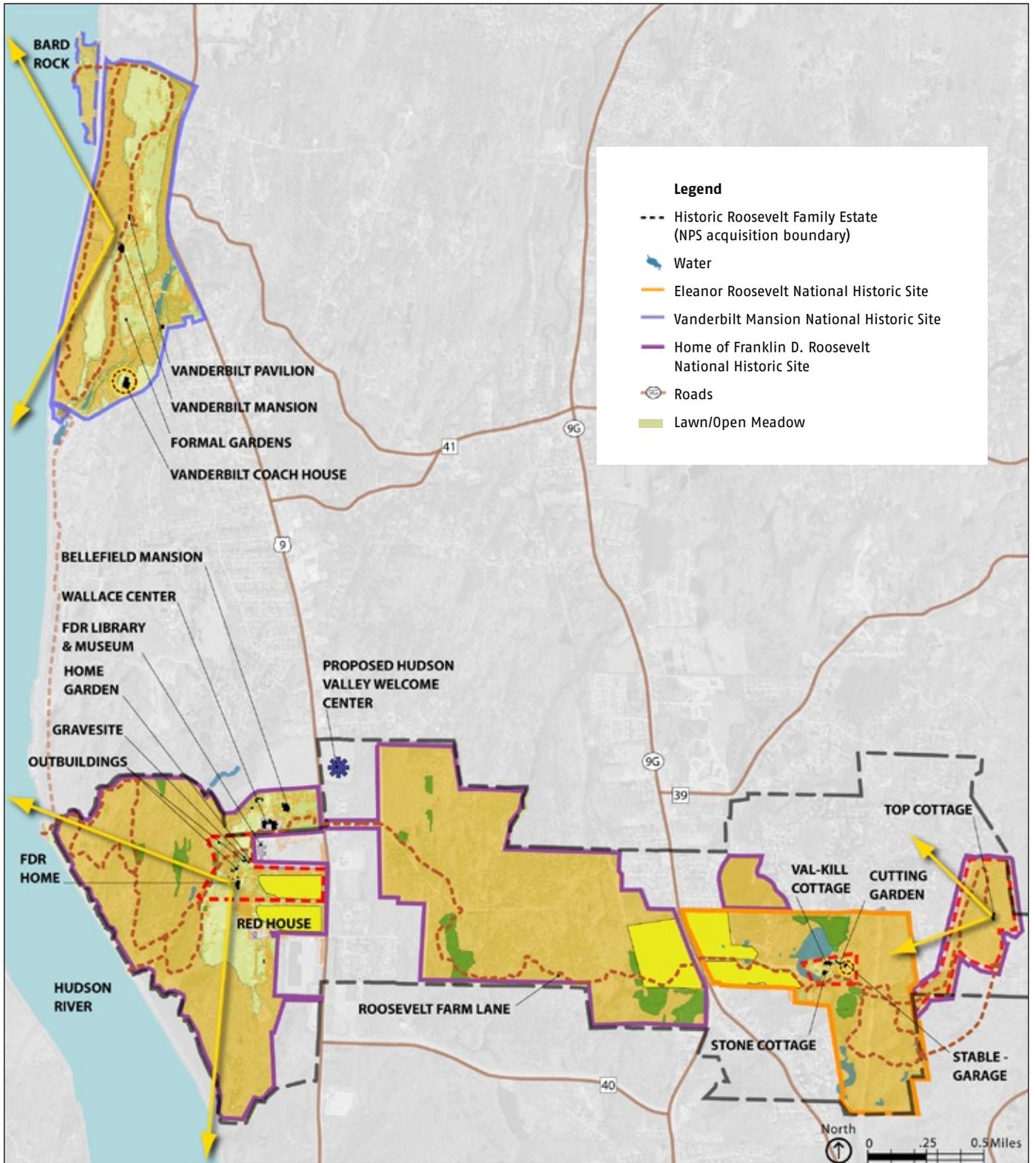
Increased volunteer efforts would be sought to implement this alternative. Partner and volunteer efforts would focus on increasing public awareness of the sites, assisting with interpretive and educational programming, and maintaining resources. Volunteer docents would be sought and trained to aid NPS staff in giving tours and programs. Volunteer groups would be sought to assist with maintenance of gardens, including the restored Roosevelt Home Garden and the Val-Kill Cutting Garden. Other partners would be sought to help in the management of cultural resources, such as the historic forest plantations and reclaimed farm fields.

An increase in NPS staff would be required to implement the resource preservation activities and enhanced interpretive and educational programming proposed in this alternative (18 additional full-time equivalent positions over the No-Action Alternative).



## Proposals

- Core Zones:
  - Primary Historic Structures: In all alternatives: continue to present main residences as fully furnished interiors; Top Cottage as a furnished exhibit; and open Stone Cottage on a regular basis and present with interpretive exhibits.
  - Designed Landscapes: Restore to historic appearance to fullest extent possible, with missing features re-established, e.g. Roosevelt Home Garden. Retain Val-Kill Cutting Garden as the focus of a Memorial to ER; restore historic appearance.
-  Views: Restore views that existed during the periods of significance to the fullest extent possible.
-  Historic Forest Plantation: Actively manage to preserve historic character.
-  Natural Woodlands: Actively manage to perpetuate historic character (that of manicured, maintained forests) in select areas.
-  Historic Farm Fields: Restore historic dimension and keep open through mowing, haying, or if feasible, planting crops grown there historically.
- Roads and Trails: Restore historic surfaces, alignments, and missing historic routes as possible, including missing link between Val-Kill and Top Cottage; add no new segments or additions to trail system; encourage compatible use of trails.
-  Potential New Uses:
  - Vanderbilt Coach House: Develop new maintenance facility elsewhere. Restore, open to public, and re-furnish to portray functioning of estate.
  - Val-Kill Stable-Garage: Rehabilitate for teaching space.



Map 2-3: Action Alternative One

## **Action Alternative Two (Preferred Alternative)**

Action Alternative Two seeks to make the parks relevant to more audiences by encouraging greater civic participation in park activities, while significantly enhancing the historic character of park resources. These efforts would be in keeping with the historic residents' use of the land for outdoor recreation and resource stewardship. Proposed resource management efforts would focus on the cultural landscape and on rehabilitating existing features, while following contemporary best practices for land management within select areas. Resource management decisions would be guided to a greater extent than in other alternatives by programmatic needs, especially interpretation. The reconstruction of missing buildings and other features of the landscape lost since the historic period would be limited; generally they would be represented by new features of similar massing and scale, or through interpretive media. Construction of new trail segments to support visitor access would be allowed. The main residences would continue to be presented as historic house museums, with select historic outbuildings adaptively re-used for NPS or partner programs.

Efforts to build and maintain visitation would focus on providing a wide range of activities, including recreational activities, special events, and programs to reach varied audiences. While interpretation would be place-based, it would make a more deliberate attempt to use resources to explore issues of contemporary relevance than would be the case in other alternatives. A learning center would be established to expand the scope and magnitude of the educational programs. Creation and presentation of these new programs would depend largely on partners, with some NPS employees functioning more as coordinators and facilitators than at present.

This alternative foresees a significant expansion of partnership activities in the management and operation of the sites and opens up greater potential for new approaches to generating revenue to help sustain and improve operations.

In addition to the elements described below, Action Alternative Two includes those described previously in "Similarities among the Management Alternatives."

### **Preserving Park Resources**

#### CONDITION OF CULTURAL RESOURCES

Under Action Alternative Two, park managers would seek to improve the condition of the cultural resources by bringing new funding and expertise to the parks to help support the costs of maintenance and preservation activities, as well as implement the proposals in the alternative. Park managers would also seek to reduce the parks' maintenance burden by re-purposing structures through lease or other mechanisms for alternate public uses. As described below, in "Administration and Partnerships," park managers would also seek to fill positions to address the maintenance/preservation backlog.

#### HISTORIC STRUCTURES AND COLLECTIONS

See "Similarities among the Management Alternatives."

## CULTURAL LANDSCAPES

Management would focus on rehabilitating cultural landscapes to enhance the historic character of the properties and perpetuate historic land uses, while allowing for compatible alterations that support educational or utilitarian purposes. Thus, efforts to reclaim Hudson River views would focus on rehabilitating the view from the Home of FDR, which is the most diminished. Management would take actions, such as removing invasive species, vines, and small trees on the west-facing slopes below the formal gardens and Mansion, to maintain and enhance the current view from the Vanderbilt Mansion.

Forest plantations would be actively managed, employing a range of treatments from preserving historic character to using contemporary best practices. Based on a forest management plan, certain forest plantations would be managed to perpetuate original species composition and size, while others would be managed according to modern practices and used for research and demonstration purposes (as they were used by FDR) with allowances for planting of non-historic species, for plantings in areas that were not historically used for forest plantations, and for harvesting and use of timber. Natural woodlands would also be actively managed in select areas. In locations determined by the forest management plan, some areas would be managed to perpetuate their historic character (that of manicured, maintained, and productive forests), while others would reflect progressive practices in ecological management, with actions taken to reestablish the diversity of plants and animals within certain ecological communities.

To bring to life the agricultural past of the properties and to maintain open fields, agricultural practices would be reinstated as feasible through leases with farmers or by other mechanisms. Farmers would be permitted to plant non-historic crops, pasture types of animals that were not pastured here historically, and otherwise follow contemporary practices, provided the changes are compatible with the historic character of the landscape.

Designed landscapes would be rehabilitated, and major missing features would be indicated through interpretive media or through physical means. For example, a community garden modeled on the Victory Gardens of World War II and an associated program could be located on the site of the FDR Home Garden. The garden design would recall the character of the historic garden, but not be an exact replica.

At Val-Kill, the Cutting Garden would remain the focus of the legislatively mandated Memorial to Eleanor Roosevelt as designated in the site's 1980 general management plan. The NPS would rehabilitate the garden to reflect its historic layout, while allowing for flexibility to enhance public use, and develop an accompanying program to enhance this commemorative resource.

### **Providing for Public Use and Enjoyment**

#### **Visitor Use**

Orientation materials and facilities would continue to present the Roosevelt sites as separate entities. General orientation to the parks would continue to be provided at the Wallace Center, with area-specific orientation provided at Val-Kill and Vanderbilt.

In partnership with others, a wider array of visitor experiences would be offered than in the other alternatives. For example, new programs would demonstrate forestry or farming practices. Changing exhibits and forums would explore the contemporary relevance of park themes from varying perspectives to reach audiences that currently do not visit the sites. These exhibits could be presented at Top Cottage, FDR Garage, Val-Kill Stable-Garage, Vanderbilt Pavilion, and other select spaces. Greater consideration would be afforded to the “cyber” visitor, with web content increased and coordinated with the changing exhibits and discussion forums.

Select historic structures would be adaptively reused for NPS or partner programmatic functions. Historic buildings that are not essential to interpretation or operational use would be made available for alternate uses by the NPS or by partners through lease, cooperative agreement, or other mechanism. For example, NPS would seek a partner to adaptively reuse all or a portion of the Vanderbilt Coach House for a compatible, thematically related function, working under strict requirements for preservation and visitor access. Top Cottage would be more fully promoted to hikers as a destination that offers a sense of retreat. Some estate buildings now closed to the public, such as the Vanderbilt Power House, would remain so, but greater focus would be placed on their interpretation.

In cooperation with partners, a place-based learning center would be established to serve a broad audience: children to seniors. To augment space available in the Wallace Center, teaching and programming space would be provided in estate outbuildings, such as the Bellefield outbuildings and the Val-Kill Stable-Garage.

Recreational use of trails would be actively promoted, provided the uses support resource management objectives. With partners, the parks would offer tours and interpretive programming, possibly via bicycle, extended hikes, cross-country skiing, and other active means that allow visitors to learn about the park themes. The parks’ trail system would be upgraded and improved by adding new trail segments to form loops with historic trails, connecting to pathways outside park boundaries, and developing new trails in select locations to support interpretation. With partners, a continuous multi-use trail would be established to link the park sites.

Connections to the Hudson River would be improved. A focal point would be created at Roosevelt Cove to interpret the historic connection to the Hudson River estuary. Key among the river connections would be the designation of Bard Rock as an undeveloped “day use” site on the Hudson River Water Trail to promote water-borne access in cooperation with the Hudson River Valley Greenway and Hudson River Water Trail Association.

#### **Ensuring Organizational Effectiveness**

##### **FACILITIES**

See “Similarities among the Management Alternatives.”

#### ADMINISTRATION AND PARTNERSHIPS

The annual budget for regular operations would continue to include federal appropriations, augmented by entrance and special-use fees, which would be increased periodically to help defray repair and other project costs.

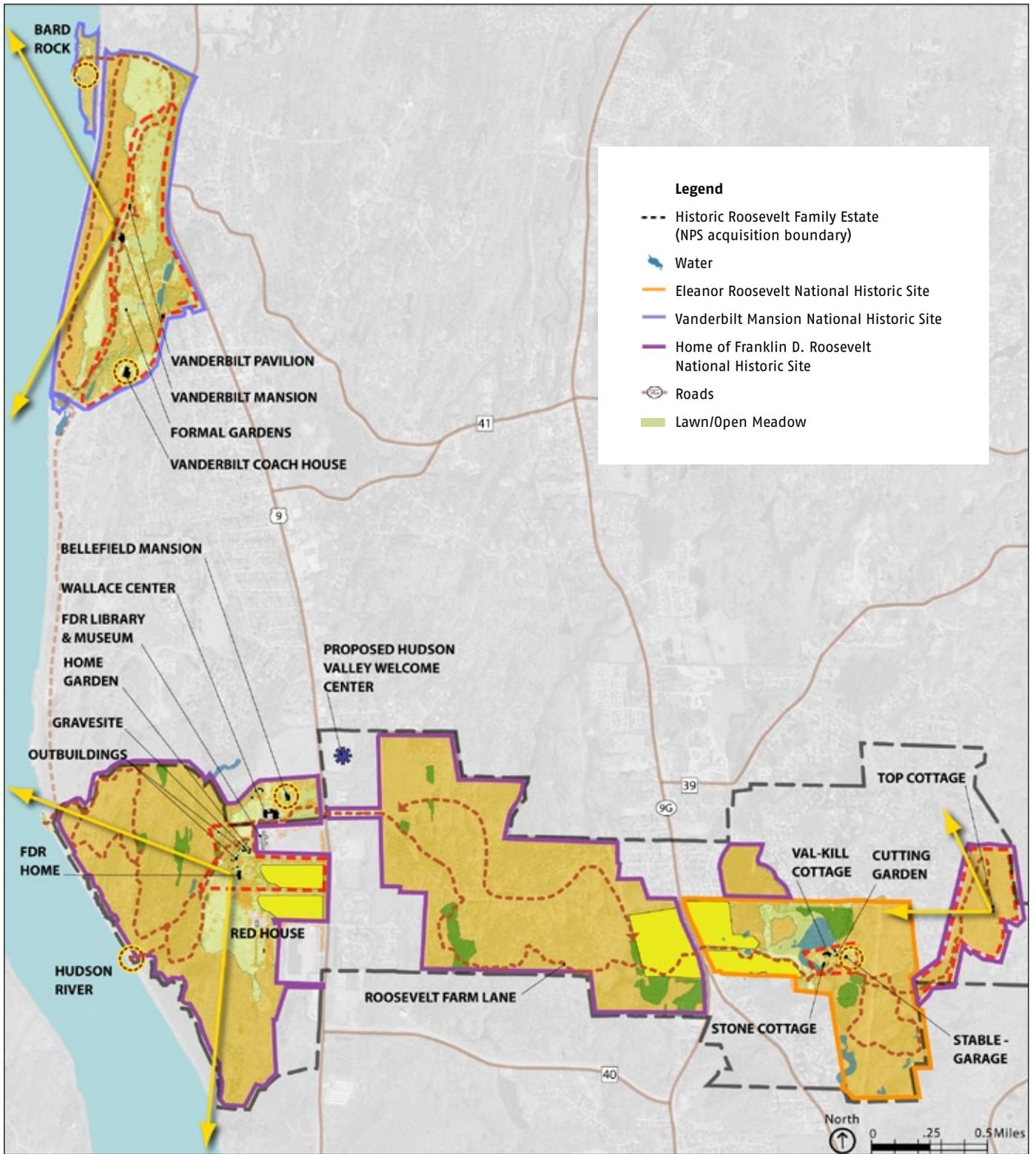
New and augmented sources of revenue would be actively sought to help the parks support the costs of maintenance, collections care, and visitor services. A variety of new entrepreneurial ventures and fee-based programs would be evaluated and introduced. For example, special fee-based programs could be developed by the parks or partners, such as “After Hours” evening tours of the Vanderbilt Mansion. Prominent structures and gardens at Vanderbilt and at Bellefield would be made available for targeted fund-raising opportunities by partners that are advancing the purposes of the parks, provided they do not interfere with visitor use and enjoyment of the sites and are compatible with the preservation of park property. Other new sources of revenue would be explored with partner support, including value-added “branded” products and a licensing program for reproduction and sale of items inspired by objects in the sites’ collections. At the appropriate time, a feasibility study would be undertaken to investigate the potential future uses of leased structures and other revenue-generating ventures.

Existing partnerships would be expanded to develop new interpretive opportunities and to establish a place-based learning center. For example, site managers could work with NARA, FERI, ERVK, universities, and other partners by formal agreement to sponsor lecture series, conferences, seminars, or other forums through which to explore varying aspects of the parks’ themes. Outreach, coordination, and cross-promotion with other organizations would be expanded. In order to achieve this level of partner participation, a coordinating entity made up of organizations whose primary mission is to support the parks would be sought.

This alternative would require a new way of doing business at the parks, as NPS staff would be joined by others to provide visitor services, maintain resources, and operate the park. Rather than carrying out tasks themselves, park staff would function more as coordinators and facilitators (through cooperative agreements, leases, special use permits, and other mechanisms) than at present, and act to ensure the protection of cultural and natural resources on parklands through clear communication of NPS priorities and policies. The new administrative structure, however, would still require additional NPS staff (4.5 more full time-equivalent positions than the No-Action Alternative) to meet the needs of partnership building and coordination, as well as to support expanded operations and use of facilities.

## Proposals

- Core Zones:
  - Primary Historic Structures: In all alternatives: continue to present main residences as fully furnished interiors; Top Cottage as a furnished exhibit; and open Stone Cottage on a regular basis and present with interpretive exhibits.
  - Designed Landscapes: Rehabilitate designed landscapes to more closely reflect their historic appearance; indicate missing features through new elements of similar scale, e.g. community "Victory Garden" on FDR Home Garden site, or interpretive media. Retain Val-Kill Cutting Garden as the focus of a Memorial to ER; rehabilitate to reflect historic appearance and enhance its identity as a place of contemplation.
- 👉 Views: Rehabilitate views to more closely reflect their historic appearance.
- 🌳 Historic Forest Plantations: Actively manage forest plantations with treatments ranging from preserving historic character to employing modern forestry practices for research and demonstration purposes.
- 🍂 Natural Woodlands: Actively manage natural woodlands with treatments ranging from perpetuating historic character in select areas to managing for ecological diversity and habitat values in other areas.
- 🌾 Historic Farm Fields: Rehabilitate key historic farm fields and return to agricultural use as feasible, with allowances for contemporary farming equipment and practices.
- Roads and Trails: Rehabilitate key historic roads allowing for use of alternate pavements; introduce new trail segments to enhance public access; promote recreational use of trails as a way to experience and learn about the parks.
- 🕒 Potential New Uses:
  - Vanderbilt Coach House: Develop new maintenance facility elsewhere. Seek partner to adaptively re-use for public, thematically compatible use; retain portion for visitor services.
  - Bellefield: Rehabilitate outbuildings to house learning center. Make Bellefield available for partner use for special events.
  - Enhance Hudson River Connections: Establish Bard Rock as day-use site on Water Trail; create interpretive node at Roosevelt Cove.
  - Val-Kill Stable-Garage: Rehabilitate for flexible programming space/changing exhibits.



Map 2-4: Action Alternative Two

## Management Objectives and Potential Resulting Actions

The following table presents the management objectives for each alternative (in bold type) and lists potential actions (bulleted statements) that may be adopted to achieve the management objectives. The actions outlined provide examples, but do not imply a commitment to carry out those particular actions, as more appropriate ways of achieving the objectives may come to light. For purposes of brevity, the table uses NPS acronyms to refer to the national historic sites: HOFR refers to the Home of Franklin D. Roosevelt National Historic Site, including Top Cottage; ELRO refers to the Eleanor Roosevelt National Historic Site; and VAMA refers to Vanderbilt Mansion National Historic Site. The applicable management zones are indicated in parentheses in the left column. The table is structured as follows. First, it lays out the key concepts for each alternative. Then, it describes the management objectives and potential resulting actions under the subheads “Preserving Park Resources,” “Providing for Visitor Use and Enjoyment,” and “Ensuring Organizational Effectiveness.” Under each subhead, it presents the elements common to all alternatives followed by those that are unique to each alternative.

**Table 2-1: Management Objectives and Potential Resulting Actions**

### Key Concepts

#### NO-ACTION

#### ALTERNATIVE ACTION ONE

#### ACTION ALTERNATIVE TWO (PREFERRED)

#### **Preserving Park Resources**

Overall management of park resources would remain unchanged.

Proposed resource management would attempt to restore the historic appearance of cultural resources to the extent possible within key areas.

Proposed resource management efforts would rehabilitate cultural resources to enhance the historic character of the estates and reestablish historic land uses, with allowances made for compatible contemporary management practices.

#### **Serving Visitors**

Interpretive and educational programs would be offered at current levels.

Visitors would be encouraged to explore more of the estate buildings and grounds through an expanded menu of tour options and strengthened children’s educational programming. Interpretation would emphasize placing the estates in their historical context.

To reach varied audiences, visitors would be offered a wider choice of experiences, with new programs, strengthened educational programming serving a wide range of ages, and greater emphasis on exploring the continuing relevance of park stories.

#### **Enhancing Capacity through Partnerships**

Existing partnerships and volunteer programs would be maintained and continue at existing levels.

Partnerships would provide increased support for interpretive programming and for maintaining the parks.

Partnerships would be significantly enhanced to bring new expertise and resources to the parks.

#### Condition of Cultural Resources (Park-wide)

*Park managers make the preservation and maintenance of park resources a priority in plan implementation.*

- Develop an implementation strategy that sets specific funding targets from available sources and establishes maintenance and preservation activities as priority items.

#### Primary Historic Structures (Historic Core Zone)

*Primary historic structures are repaired and maintained in good condition. The historic homes—FDR Home, Val-Kill Cottage, and Vanderbilt Mansion—continue to be presented as fully furnished interiors that reflect a defined treatment period.*

- Present the FDR Home as a fully furnished interior reflecting the late FDR period: circa 1941.
- Present the Val-Kill Cottage as a fully furnished interior reflecting the late ER period: circa 1960.
- Present the Vanderbilt Mansion as a fully furnished interior reflecting the late Vanderbilt period: circa 1938.

*Top Cottage continues to be used for activities and programs that support its long-term preservation and preserve its intimate and quiet atmosphere.*

- Present Top Cottage as a furnished exhibit reflecting the late FDR period: circa 1944; furnish with reproductions that can be used by visitors.
- Continue to use Top Cottage for small-group meetings and conferences as outlined in current agreements, with access limited to shuttle.

*At Val-Kill, Stone Cottage is opened to the public on a regular basis and presented as an interpretive exhibit.*

- Present Stone Cottage interiors via interpretive exhibits and other media.
- Use the first floor for occasional special events and the second floor for an ERVK office as outlined in current agreements.

#### Collections and Archives (Historic Core and Park Support Zones)

*Collections are preserved in good condition so that they continue to support park programs and interpretive themes.*

- Continue to make the conservation and maintenance of the collections a priority for funding and implementation to address the backlog of collections care.
- Improve public access to collections and archives for research through the creation of more finding aids, including use of the internet, and other means.
- Seek the return of original and associated collections to the parks as they become available.
- Advocate for the protection of related collections held by others.
- Emphasize maintaining and restoring, where possible, the original appearance and quality of the historic furnished interiors of the main residences through ongoing conservation. Permit the use of reproductions of objects not available to the NPS to complete the historic scene.
- Explore and implement creative, passive approaches to improving the environmental conditions for museum objects in the collections.

#### Important Natural Communities (Historic Core and Cultural Landscape Preservation Zones)

*Important natural communities on parklands are fully protected and preserved, with management actions taken to enhance their viability.*

- Document and map, as appropriate, important natural communities and populations, as well as important culturally sensitive landscapes (i.e. vernal pools, seeps, invertebrate populations, bats, and forest plantations).
- Monitor visitor-use impacts to help mitigate effects on resources, and limit visitor access in sensitive areas, as necessary.
- Enhance stewardship of red cedar rocky summit forest type through vegetation management or prescribed fire.
- Improve flushing action at the Roosevelt Cove freshwater tidal marsh by working with CSX (owner of the railroad embankment) to install additional culverts under the embankment.
- Enhance the mature oak/tulip tree forest community: fully protect this area, especially the 40-acre core, when conducting viewshed management

## ELEMENTS COMMON TO ALL ALTERNATIVES

activities and forestry activities; expand the width of the shrub layer along the forest edge proximate to this community to provide a greater buffer between it and the field.

- Map and inventory all vernal pools and seeps; protect vernal pools and seeps when conducting forestry activities; evaluate trail system to determine whether buffer areas should be increased between the trails and vernal pools to ensure their protection.

---

### Historic Setting (Lands Outside of NPS Ownership)

*The lands outside of NPS ownership that constitute the parks' historic setting are protected, with the rural character of the Route 9 and Route 9G corridors re-established in the vicinity of the parks to the extent practicable.*

- Continue to work with the Hudson Valley Welcome Center Partners (the Hudson River Valley National Heritage Area, Scenic Hudson, and the Town of Hyde Park) to protect the remaining undeveloped Roosevelt Family Estate lands between Route 9 and Route 9G.
- Work proactively with property owners and actively advocate for limiting development on lands within or proximate to the Roosevelt and Vanderbilt estates.
- Work cooperatively with local officials, property owners, and other interested parties to protect the remaining resources associated with the Vanderbilt Farm.
- Continue to engage in the state review (SEQR) process to influence land-use decisions on lands outside of NPS ownership, but within or adjacent to the parks' boundaries that are integral to the historic setting.
- Work proactively to facilitate the protection and compatible use of the Val-Kill Tea House (located on former Roosevelt Family Estate lands), by partners or others. Interpret for visitors the history of the Tea House and its relationship to Val-Kill Industries.
- Participate with other affected landowners in enforcing the existing 100-foot deed restriction in place along the east side of Route 9 on former Roosevelt Family Estate lands, and work with the Town of Hyde Park to institute a parallel overlay in the zoning ordinance.
- Work cooperatively to develop a town dock and river access on properties held by others, while protecting the scenic quality of the Hudson riverfront.

---

### Distant Viewsheds (Lands Outside NPS Ownership)

*Lands across the Hudson River that constitute the sweeping views of the Hudson Valley are protected by a broad-based coalition of interested parties.*

- Continue to raise the profile of this critical issue and highlight the positive role that these important scenic resources play in the Hudson Valley.
- Develop an atlas of lands beyond park boundaries that lie within the park viewsheds and share the information with interested parties.
- Work in partnership with governmental entities, land trusts, nonprofit organizations, and others to convene forums, examine other regional viewshed protection efforts as potential models, disseminate information, and develop action plans to protect the viewsheds.

---

### Research and Scholarship (Park-wide)

*The management of park resources is improved through research, evaluation, monitoring, and planning. Scholarship advances understanding of the parks' significance, guides interpretation and educational programs, and explores interpretive themes from differing viewpoints.*

- Conduct research and develop plans to serve as foundations for the preservation and treatment of park resources and for the development of interpretive and educational programs. Such research/plans would include archeological investigations, cultural landscape treatment plans, and historic structures reports. Make the studies and plans more widely available to park partners and general public.

ELEMENTS UNIQUE TO EACH ALTERNATIVE

NO-ACTION ALTERNATIVE

ACTION ALTERNATIVE ONE

ACTION ALTERNATIVE TWO (PREFERRED)

**Condition of Historic Properties** (Park-wide)

*Continue to rely on existing resources to improve the condition of historic properties over the long term.*

- Continue to seek available funding sources for maintenance and preservation projects.
- Seek to fill vacancies using existing and forecasted funding to increase the parks' maintenance and preservation capacity (see "Administration and Partnerships" below).

*Augment the parks' maintenance capacity with increased volunteer efforts.*

- Continue to seek available funding sources for maintenance and preservation projects.
- Provide more opportunities for volunteers to help NPS staff conduct maintenance activities, mainly in relation to the cultural landscape.
- Seek to fill additional positions to increase the parks' maintenance and preservation capacity (see "Administration and Partnerships").

*Bring new resources and expertise to the parks to help support the costs of maintenance and preservation.*

- Continue to seek available funding sources for maintenance and preservation projects.
- Work with partner groups to generate new sources of revenue to support resource preservation activities, as well as implement the plan.
- Provide more opportunities for partners to assist with maintenance activities through volunteer efforts and through building and ground leases or other mechanisms.
- Seek to fill positions to increase the parks' maintenance and preservation capacity (see "Administration and Partnerships").

**Views** (Historic Core and Cultural Landscape Preservation Zones)

*The views continue to be managed as at present.*

- Mow areas below the Home and Mansion annually.
- Take no actions to reduce canopy height to reveal Hudson River Views at HOFR or VAMA, which will lead to their eventual loss.
- Maintain the restored views to the west and the northwest at Top Cottage.

*The views that existed during the periods of significance are restored to the fullest extent possible.*

- Based on a viewshed management plan, expand field size as needed, and reduce canopy height at HOFR and VAMA to reestablish the views of the Hudson River that existed historically.
- Maintain the restored views to the west and the northwest at Top Cottage.
- Reopen the historic view to the southwest at Top Cottage, removing non-historic elements as necessary.

*The views are rehabilitated to reflect their appearance during the periods of significance.*

- Based on a viewshed management plan, expand field size as needed and reduce canopy height at HOFR to improve the view of the Hudson River, but adjust as needed to screen out incompatible development and protect freshwater wetlands, sensitive species, vernal pools, and other natural resource values.
- Minimize encroachment of invasive species and other vegetation in open areas and reduce tree canopy height to maintain and enhance the view at VAMA while protecting mature oak/tulip tree forest and wetlands.
- Maintain the restored views to the west and the northwest at Top Cottage.

**Woodlands: Forest Plantations** (Historic Core and Cultural Landscape Preservation Zones)

*Forest plantations are not actively managed or maintained.*

- Inventory, map, mark, and identify forest plantations to identify historic limits, species, and planting dates.
- Based on a forest management plan, evaluate plantations according to their historical and ecological significance.
- Allow natural processes to advance without intervention, which will result in forest plantations being lost to natural succession.

*Forest plantations are actively managed to preserve their historic character.*

- Inventory, map, mark, and identify forest plantations to identify historic limits, species, and planting dates.
- Based on a forest management plan, perpetuate species composition, size, and location through in-kind replacement; thin understory to reestablish historic appearance of plantation.
- Establish nursery to perpetuate the historic lineage of the trees.

*Forest plantations are actively managed with treatments ranging from preserving historic character to demonstrating modern forestry practices.*

- Inventory, map, mark, and identify forest plantations to identify historic limits, species, and planting dates.
- Based on a forest management plan, employ a range of treatments extending from perpetuating species composition, size, and location through in-kind replacement to using contemporary best practices, which can include planting species that were not used historically, planting on areas that were not historically forest plantations, harvesting of timber, and for research and demonstration purposes.

**Woodlands: Natural Forests** (Historic Core and Cultural Landscape Preservation Zones)

*Natural woodlands are not actively managed.*

- Allow natural processes to advance unimpaired, except for reasons of visitor safety, to ensure access, or to control invasive species.

*Natural woodlands in areas of high visibility are actively managed to perpetuate their historic character (manicured, maintained, and productive forests) to the greatest extent possible.*

- Based on a forest management plan, treat natural woodlands in areas of high visibility (such as in corridors paralleling Roosevelt Farm Lane) to perpetuate their historic character as managed forests, for example, removing downed trees, broken and dead lower limbs, understory, and taking other actions that would have been carried out historically to promote health and vigor of the individual trees.
- Based on an invasive species management plan, manage invasive plant species to preserve the historic character of the native woodlands.

*Natural woodlands are actively managed with treatments ranging from perpetuating historic character (manicured, maintained, and productive forests) in select demonstration areas to managing for ecological diversity and habitat values to the degree possible.*

- Based on a forest management plan, employ a range of treatments extending from perpetuating historic character as managed forests in discrete demonstration areas to managing for ecological diversity and habitat values.
- Based on an invasive species management plan, manage invasive plant species to protect ecological diversity and habitat values, as well as the historic character in select locations.

**Designed Landscapes and Gardens** (Historic Core Zone)

*The designed landscapes and gardens are maintained as at present.*

- Based on cultural landscape treatment and preservation maintenance plans, preserve existing vegetation and features, or replace in-kind.
- In the gardens, update the plant selections to approximate the historic palette based on cultural landscape treatment plans.
- Continue to take action to preserve specimen trees, to replace them in-kind, and to remove hazardous trees on a case-by-case basis.

*The designed landscapes are restored to their historic appearance to the fullest extent possible, with missing garden features reconstructed.*

- Based on cultural landscape treatment and preservation maintenance plans, return the designed landscapes to their appearance during their respective treatment dates to the greatest extent possible (HOFR c. 1941 with Top Cottage c. 1944; ELRO c. 1960; VAMA c. 1938). This would entail reconstructing and replacing missing gardens; garden ornaments and structures; small-scale features; recreational features; historic road and path surfaces, alignment and widths; and orchard and specimen trees, hedges, and foundation plantings. Involve partners in major restoration activities. This treatment would allow for the reconstruction of the FDR Home garden at HOFR and the reconstruction of the five greenhouses at VAMA. Partner involvement in the construction and ongoing maintenance of the greenhouses would be sought.
- Remove non-historic elements as practicable, such as furnishings, light fixtures, and roadways and paths that did not exist during the periods of treatment.
- (See "Park Headquarters" for treatment of Farrand Garden at Bellefield.)

*The existing designed landscapes are rehabilitated to reflect their historic appearance, with missing garden features indicated through new elements or interpretive media.*

- Based on cultural landscape treatment and preservation maintenance plans, rehabilitate the designed landscapes to more closely reflect their respective treatment dates (HOFR c. 1941 with Top Cottage c. 1944; ELRO c. 1960; VAMA c. 1938). This would entail preserving character-defining features (i.e. structures, circulation, and layout); repairing garden features of the periods; upgrading plantings to be more consistent with historic periods but substituting modern varieties for hard-to-obtain plants or to address pest/maintenance issues; bringing path and roadway surfaces and alignments more in line with historic conditions; and indicating missing features through new physical elements of similar massing and scale or through interpretive media. Involve partners in major rehabilitation activities. This treatment would allow the establishment of a community garden on the site of the FDR Home Garden modeled on the Victory Gardens of WW II (if funding for development and ongoing maintenance can be assured). The community garden design would recall the character of the historic garden, but not be an accurate replica. At VAMA, it would allow the replacement of one or more of the greenhouses if needed for garden operation (and if funding for construction and ongoing maintenance can be assured).
- (See "Park Headquarters" for treatment of Farrand Garden at Bellefield.)

## ELEMENTS UNIQUE TO EACH ALTERNATIVE

### NO-ACTION ALTERNATIVE

### ACTION ALTERNATIVE ONE

### ACTION ALTERNATIVE TWO (PREFERRED)

#### **Eleanor Roosevelt Memorial** (Historic Core Zone)

*Eleanor Roosevelt's Cutting Garden at Val-Kill remains the focus of a Memorial to ER and is preserved as at present.*

- Develop programs to support the purposes of the Memorial and inspire greater reflection on the life and legacy of Eleanor Roosevelt.
- Seek volunteer and partner participation to support development and maintenance.
- Retain the current design of the Cutting Garden.

*Eleanor Roosevelt's Cutting Garden at Val-Kill remains the focus of a Memorial to ER and is restored to its historic appearance to the fullest extent possible.*

- Develop programs to support the purposes of the Memorial and inspire greater reflection on the life and legacy of Eleanor Roosevelt.
- Seek volunteer and partner participation to support development and maintenance.
- Based on a cultural landscape treatment and maintenance preservation plan, restore the Cutting Garden and adjacent potting sheds to be as accurate a re-creation of historic conditions circa 1960 as possible.

*Eleanor Roosevelt's Cutting Garden at Val-Kill remains the focus of a Memorial to ER and is rehabilitated to reflect its historic appearance and enhance its identity as a place of contemplation.*

- Develop programs to support the purposes of the Memorial and inspire greater reflection on the life and legacy of Eleanor Roosevelt.
- Seek volunteer and partner participation to support development and maintenance.
- Based on a cultural landscape treatment and maintenance preservation plan, rehabilitate the Cutting Garden, including adjacent potting sheds, to have a character similar to the historic garden, but allow flexibility of detail to support programs that increase awareness of the memorial and enhance its identity as a place of contemplation.

#### **Agricultural Lands** (Cultural Landscape Preservation Zone)

*The farm fields are maintained as at present.*

- Continue current practice of mowing and/or haying existing open farm fields on an annual basis.

*The farm fields that existed during the periods of significance are restored to their historic dimensions.*

- Based on an agricultural lands management plan, restore historic field-forest pattern by removing woody successional growth from overgrown areas and reestablishing historic field dimensions.
- Hay or mow fields to maintain them as open meadow, as they would have appeared historically when left fallow. Or, if feasible, plant select fields with crops, such as corn and wheat, which were grown historically.

*The former farm fields reflect their historic appearance, with agricultural use reinstated.*

- Based on an agricultural lands management plan, rehabilitate historic field-forest pattern by removing woody successional growth from some overgrown areas.
- To maintain open fields, allow select areas to be put back into agricultural production through lease, cooperative agreement, or other appropriate mechanism.
- Allow for flexibility in planting crops, pasturing animals, and employing contemporary farming practices.

ELEMENTS UNIQUE TO EACH ALTERNATIVE

NO-ACTION ALTERNATIVE

ACTION ALTERNATIVE ONE

ACTION ALTERNATIVE TWO (PREFERRED)

---

**Historic Roads & Trails** (Historic Core and Cultural Landscape Preservation Zones)

*Historic roads and trails are maintained as at present.*

- Continue to maintain roads and trails in their current appearance, with no attempt to remove non-historic surfaces or re-establish historic alignments of roads and trails.

*The historic appearance and location of the historic roads and trails is restored to the fullest extent possible.*

- Based on an historic resource study and treatment plan, remove non-historic surfaces on historic roads and trails and replace with historically accurate surfaces.
- Reestablish historic grades and widths of historic roads and trails.
- Reestablish missing historic roads and trails in accordance with their original appearance.
- Explore the feasibility of extending vehicular access via Roosevelt Farm Lane from Val-Kill to Top Cottage utilizing portions of the historic farm route as feasible and minimizing use of public roadways. If the roadway is feasible, determine if land acquisition is necessary to support the route, and if an administrative or legislative boundary change would be required.

*The historic appearance and location of the historic roads and trails is rehabilitated based on programmatic and interpretive needs.*

- Based on an historic resource study and treatment plan, remove non-historic surfaces on key roads and trails and replace with alternate pavements that suggest the original earth/gravel surfaces but are easier to maintain.
- Reestablish historic widths and alignments on key roads and trails to support interpretive purposes.
- Indicate locations of missing roads and trails that connect with existing routes through physical means, such as by mowing corridors through fields, or by interpretive media.

---

**The Red House** (Lands Outside of NPS Ownership)

*The Red House is protected through Partnership efforts, without NPS acquisition.*

- Seek a partner to continue to protect the Red House and to continue its use for purposes compatible with its long-term preservation.

*The Red House is protected through NPS acquisition and Partnership efforts.*

- Acquire full-fee or less-than-fee interest in the Red House property; seek partner through lease or other mechanism to adaptively reuse structure for compatible use.
- If no partner can be found, allow structure to be used for park purposes compatible with its long-term preservation until such time as an appropriate partner is identified.

#### Period of Interpretation (Park-wide)

*The period of interpretation for each park (or the period the park stories emphasize) is clearly defined and supports interpretive objectives.*

- The period of interpretation for HOFR resources is from 1867 to 1945, the year of Roosevelt occupancy to the year of FDR's death (with 1962 addressed as the year of ER's death and burial in the Roosevelt family's rose garden).
- The period of interpretation for ELRO resources is from 1924 to 1962, the year when the decision was made to build Val-Kill to the year of ER's death.
- The period of interpretation for VAMA resources is from 1764 to 1938, the year of the Bard occupancy to the year of Frederick Vanderbilt's death.

#### Orientation (Park-wide)

*Orientation materials for the three sites are updated and are widely distributed throughout the region. Information, ticketing, and reservations for the parks, as well as for regional attractions, are made widely available.*

- Update printed and web-based orientation materials for all three sites to reflect existing conditions.
- Provide visitors traveling to the park with ready access to pre-arrival information through a variety of venues, including NPS and partner websites and printed materials available throughout the Hudson Valley.
- Continue to work with the Hudson Valley Welcome Center Partners (Hudson River Valley National Heritage Area, Scenic Hudson, Town of Hyde Park) to develop the Hudson Valley Welcome Center on lands between Route 9 and Route 9G and to provide a central point for tourists, visitors, and residents to get comprehensive information on the rich variety of visitor attractions and services available throughout the valley.
- Provide well-marked routes with good directional signage and onsite orientation information.

#### Arrival Experience (Park-wide)

*Visitors have a sense of arriving at places of great importance and easily understand how to begin their park experience.*

- At HOFR, minimize the visual impact of the Bellefield park support functions at the main entry by removing from public view machinery, equipment, maintenance vehicles, deer fencing, dumpsters, and other non-historic elements.
- At HOFR, as part of a development concept plan for the Bellefield property, identify and implement measures to correct the misconception that Bellefield Mansion is the Home of FDR and that it is the starting place for a visitor tour.
- At ELRO, upgrade and clarify signage to help visitors understand where to begin their visit.
- At VAMA, designate a more appropriate location for parking of staff vehicles and prohibit staff parking at the main entrance (see "Park Housing" below).

#### Visitor Offerings (Historic Core Zones)

*Guided tours of the residential interiors offer a fuller presentation of key structures, with tour group size managed to support interpretive and resource management objectives.*

- Re-evaluate the number of people allowed per tour in the main residences and cottages. Establish new upper limits on the number of people per tour if warranted to ensure the protection of resources and a high-quality visitor experience.
- At the FDR Home, increase public access to the kitchen, service areas, and FDR office; continue interpretation through guided tours of fully furnished interiors.
- At Top Cottage, continue interpretation through replacement (usable) furnished interiors and "seminar-style" guided tours and continue to restrict public access by shuttle, only.
- At Val-Kill Cottage, continue to allow public access as at present; continue interpretation through guided tours of fully furnished interiors.
- At Stone Cottage, open first floor to the public on a regularly scheduled basis; interpret through guided tours and self-guided permanent exhibits, not fully furnished interiors (to allow greatest flexibility in use of space); allow first floor to be used for special events on an occasional basis.

ELEMENTS COMMON TO ALL ALTERNATIVES

- At the Vanderbilt Mansion, increase public access to the basement, service areas, and upper floors; continue interpretation through guided tours of fully furnished interiors, but also explore the feasibility of developing new media for self-guided interpretation of Mansion.

**Trails** (Park-wide)

*Trail accessibility for people with disabilities is improved.*

- Provide information that enables people with disabilities to make informed trail decisions (i.e. trail grade, cross slope, width, surface firmness, and the presence of obstacles) via signage, park brochures, handouts and information sheets, and the internet.

ELEMENTS UNIQUE TO EACH ALTERNATIVE

NO-ACTION ALTERNATIVE

ACTION ALTERNATIVE ONE

ACTION ALTERNATIVE TWO (PREFERRED)

**Orientation** (Park-wide)

*Orientation materials and facilities continue to present the Roosevelt sites as separate entities.*

- Retain individual published and web-based orientation materials for HOFR and ELRO.
- Continue to direct visitors via pre-arrival and orientation materials to the Wallace Center as the starting point for tours of HOFR, to Val-Kill Cottage as the starting point for tours of ELRO, and to the Pavilion as the starting point for tours of VAMA, where tickets for tours can be purchased.

*Orientation materials and facilities emphasize the historic connections between the Roosevelt properties and present the Roosevelt sites as components of a single historic estate.*

- Develop uniform printed and web-based pre-arrival and orientation materials for HOFR and ELRO that introduce visitors to both sites and both historical figures.
- Direct visitors via pre-arrival and orientation materials to the Wallace Center as the starting point for all tours of the Roosevelt sites, where tickets may be purchased.
- Should future visitation warrant, evaluate the feasibility of reducing parking spaces or removing parking areas at ELRO, and limiting public access to shuttle, bicycles, and pedestrians.

*Orientation materials and facilities continue to present the Roosevelt sites as separate entities.*

- Retain individual published and web-based orientation materials for HOFR and ELRO.
- Continue to direct visitors via pre-arrival and orientation materials to the Wallace Center as the starting point for tours of HOFR, to Val-Kill Cottage as the starting point for tours of ELRO, and to the Pavilion as the starting point for tours of VAMA, where tickets for tours can be purchased.

**Visitor Experience** (Historic Core and Cultural Landscape Preservation Zones)

*The visitor experience continues to center on the primary residences.*

- Continue to offer guided tours of the primary residences.
- Continue to offer the limited self-guided presentation at the HOFR Stables and Garage.

*The visitor experience is improved by increasing interpretation of important estate out-buildings and the broader landscape to present a more complete depiction of the history and use of the estates and their historic occupants.*

- Provide regularly scheduled ranger-led and self-guided tours of the landscape to better explain how the estates were used.
- Develop media—both traditional and emerging technologies—to provide interpretation and improve wayfinding among the sites.

*The visitor experience is improved by offering a wider array of experiences to appeal to a broader range of audiences and to enhance understanding of the contemporary relevance of park themes.*

- With partners, provide cultural landscape tours, new special events, ongoing demonstrations (e.g. forestry, farming, or gardening), and recreation-based interpretation.
- Develop media to enhance self-guided interpretation of the landscape and out-building exteriors.

## ELEMENTS UNIQUE TO EACH ALTERNATIVE

### NO-ACTION ALTERNATIVE

### ACTION ALTERNATIVE ONE

- Indicate through media or physical means, the boundaries of the properties acquired by FDR and FWV.
- Enhance public access to estate support buildings through updated wayfinding materials.
- Offer guided and self-guided tours of the interiors of key estate outbuildings.

### ACTION ALTERNATIVE TWO (PREFERRED)

- Indicate through media or physical means the boundaries of the properties acquired by FDR and FWV.
- With partners, establish a program of changing exhibits in dedicated spaces such as the HOFR Stables, Top Cottage bedroom wing, ELRO Stable-Garage, and VAMA Coach House and Pavilion to explore park themes from varying perspectives. Design programs to involve populations who currently do not visit the parks. Build lecture series and other public discussion forums.
- Increase focus on "cyber visitors;" enhance content and availability of web-based materials.

---

### Use of Vanderbilt Coach House (Historic Core Zone)

*The Vanderbilt Coach House is preserved and opened to the public on a limited basis.*

- At VAMA, once maintenance function is removed from Coach House, open interiors for an occasional tour.

*The Vanderbilt Coach House is restored and presented as furnished interior that reflects a defined treatment date.*

- At VAMA, once maintenance function is removed from Coach House, furnish to more fully portray the functioning of Vanderbilt Estate, including the farm, rural workforce, and evolving technology employed to support its operation; provide dedicated teaching and administrative space, as needed; retain historic vehicles for public display.

*The Vanderbilt Coach House is rehabilitated and adaptively re-used for a thematically related public function.*

- At VAMA, once maintenance function is removed from Coach House, seek a partner to adaptively re-use interiors via lease or other mechanism for a thematically related activity with a public component (e.g. garden center, inn, other hospitality function). Requirements of such use include: preservation of the historic structure and its setting; and provision of space for visitor services and display of historic vehicles. (Should no private partner be identified in the near-term, NPS would still relocate the maintenance function to a new facility and open the Coach House in its current condition for tours, while working to establish the partnership.)

**Educational Programming** (Park-wide)

*Educational programming continues at current levels.*

- Continue to coordinate with the Presidential Library on educational programming.
- Continue to manage "Teaching the Hudson Valley" on behalf of the Hudson River Valley National Heritage Area.
- Based on an education plan, continue to operate educational programming commensurate with existing resources.

*Children's educational programming is expanded and upgraded.*

- Continue to coordinate with the Presidential Library on educational programming.
- Based on an education plan, work with educators and others, as appropriate, to develop high-quality, interactive, curriculum-based programs that serve children at all sites.
- Work with educators and others to develop new types of children's programming, such as after-school sessions and day camps.
- Continue to manage "Teaching the Hudson Valley" on behalf of the Hudson River Valley National Heritage Area.
- Augment the space available in the Wallace Center with dedicated teaching space for hands-on children's programs in such locations as the HOFR Garage, ELRO Stable-Garage, and if needed, the VAMA Coach House.

*Educational programming is expanded, upgraded, and serves a wide age distribution.*

- Continue to coordinate with the Presidential Library on educational programming.
- Based on an education plan, expand existing and establish new partnerships to institute a place-based learning center that delivers high-quality educational programs to serve life-long learners, from children to seniors, for all three sites. Programming could include after-school sessions and day camps; college internships; senior programs; and teacher resources.
- Incorporate "Teaching the Hudson Valley" into the learning center program.
- Augment the space available in the Wallace Center with dedicated teaching space for the learning center in such locations as the Bellefield outbuildings, and if needed, the VAMA Coach House.

**Recreational Uses** (Park-wide)

*Recreational use of the trails is allowed as at present.*

- Map all roads and trails.
- Continue to allow hiking on park trails and biking on Roosevelt Farm Lane and paved roadways.
- Continue to offer a trail map to visitors at the Wallace Center upon request.
- Add no new segments or additions to the trail system.

*Recreational use of the trails is encouraged in coordination with interpretive programming.*

- Map all roads and trails and incorporate trail information into park brochures and other standard orientation materials.
- Continue to allow hiking on park trails and biking on Roosevelt Farm Lane and paved roadways.
- Encourage visitors to use the trails to explore more of the estate outbuildings and the broader landscape.
- Manage trail use to ensure the long-term protection of natural and cultural resources.
- Based on an historic resource study, reestablish original grades and widths of historic trails, and re-establish missing historic trails as possible.

*Recreational use of the trails is actively promoted as a way to experience and learn about the parks' resources and themes.*

- Map all roads and trails and incorporate trail information into park brochures and other standard orientation materials.
- Based on an historic resource study, rehabilitate the historic trail system and add new non-historic trail segments to support visitor access.
- Based on a multi-use trail master plan (and historic resource study) designate specific shared-use trails.
- Eliminate currently authorized trails and unauthorized trails that cannot be properly maintained or that contribute to resource damage, even if they are historic.

ELEMENTS UNIQUE TO EACH ALTERNATIVE

NO-ACTION ALTERNATIVE

ACTION ALTERNATIVE ONE

ACTION ALTERNATIVE TWO (PREFERRED)

- Add no new segments to the trail system.

- With partner support, develop recreation-based programs, events, and tours (i.e. extended nature hikes, bicycle-based tours, cross-country skiing, picnicking-at-the-park programs, running events, and snow-shoe tours) that are tied to interpretation.
- Manage trail uses to ensure the long-term protection of natural and cultural resources.
- Promote Top Cottage more strongly to hikers as a destination that offers a sense of retreat.

**River Connections** (Cultural Landscape Preservation Zone)

*Connections to the Hudson River remain as at present.*

- Continue land-based access to Bard Rock and visual connections from HOFR and VAMA as at present.

*Visual connections to the Hudson River are restored.*

- Continue land-based access to Bard Rock and improve the historic visual connections to the river at HOFR and VAMA by recreating the expansive views that existed during the periods of significance.

*Connections to the Hudson River and water-borne park access are increased.*

- In collaboration with partners, create a focal point at Roosevelt Cove to interpret the historic connections to the Hudson River estuary.
- In collaboration with partners, designate Bard Rock as an undeveloped "day use" site on the Hudson River Water Trail to promote river-related access and interpretation.
- Help promote special events undertaken by partner organizations that highlight the Hudson River and water-related activities.

**Insuring Organizational Effectiveness**

ELEMENTS COMMON TO ALL ALTERNATIVES

**Facilities** (Park Support Zone)

*New facilities enhance operational efficiency.*

- Relocate the maintenance facilities from historic structures (Vanderbilt Coach House and Bellefield Outbuildings) to a new consolidated maintenance facility sited in a location that has minimum impact on prime visitor and resource areas and meets the following criteria: provides adequate space for a building and associated maintenance yards and vehicle parking; is easily accessible by road and allows for heavy truck use; is free of wetlands, floodplain, threatened and endangered species, and prime agricultural soils; has relatively gentle topography; and can be visually and aurally screened from neighbors.
- Should such a site not exist within the park boundary, a new location for the development of the maintenance facility will be sought. If land selected for the facility is outside of the park boundary, an administrative or legislative boundary change would be required, depending upon the size and location of the property.

**Energy Efficiency** (Park-wide)

*The parks reduce utility costs and their carbon footprint through conserving energy, increasing efficiency, relying more heavily on green sources of energy, and increasing use of alternative fuels.*

- Conduct an energy audit and implement its recommendations.
- Evaluate the feasibility of using alternative sources of energy to power park support buildings as well as historic buildings.
- Develop the new maintenance facility and any other new facilities according to “green principles” to the extent possible.
- Replace inefficient systems and equipment with higher-efficiency systems and equipment.
- Conduct an evaluation of fuels to determine whether park vehicles can use alternative sources.
- Participate in NPS and other programs addressing climate change.

---

**Alternative Transit System** (Park-wide)

*A sustainable transit (shuttle and tram) system offers an attractive alternative to automobile use, encourages multi-site visitation, and increases mobility for people with ambulatory difficulties. Traffic-calming measures provide greater safety for park visitors traversing access routes.*

- Conduct a multi-year field demonstration to determine optimum service characteristics of a shuttle system.
- Based on the field demonstration, acquire vehicles as warranted to reduce the cost of the services contract with the operator.
- Monitor visitor satisfaction with the service and modify as necessary to support changing visitor use patterns.
- Support the shuttle by a set-aside in tour fees, and if necessary, by an additional on-board fare and by intermittently increased fees.
- Provide facilities as necessary, such as shuttle stops and/or shelters and maps and other information to support public use of the service.
- Work with the New York State Department of Transportation, the Town of Hyde Park, and other partners to provide safe pedestrian, bicycle, and shuttle crossings at Route 9 and Route 9G and implement traffic-calming measures.
- With partner support, expand the system to serve regional destinations.

---

**Park Housing** (Park-wide)

*Seasonal and temporary staff members and visiting scholars and researchers have access to affordable, clean, and well-maintained housing.*

- Provide suitable housing through arrangements with local property owners or through provision of on-site housing. Per the NPS Northeast Region Housing Needs Certification Plan approved in 1998, continue to provide housing in the Stone House and Duplex at HOFR; and Gardeners Cottage, and Upper and Lower Gatehouses at VAMA.
- Develop and implement guidelines for the use of park housing and take measures as needed to ensure that cars, equipment, and other personal effects stored outdoors do not intrude on the historic scene. Provide alternate arrangements for staff parking for the VAMA upper Gatehouse.

---

**Partnership Efforts** (Park-wide)

*Existing partnerships are continued and communication between the park and partners is improved.*

- Continue to work closely with and support the efforts of existing partners.
- Update existing agreements and establish new agreements with partners as necessary.
- Distribute to partners an annotated index that includes contact information and roles and functions of park staff.
- Host periodic “meet and greets” with partners and park staff as well as occasional presentations of park staff work.
- Provide appropriate NPS training and technical assistance to help volunteers and partners better carry out their roles.
- Develop collaborations among partners as a way to build resources with which to strengthen each partner’s capacity.

**Boundary Adjustments**

*The parks' boundaries, or area of NPS acquisition authority, are sufficient to protect fundamental resources and values and adequately provide for visitor services and park operations.*

- Relocate the maintenance facilities to a site that has minimum impact on prime visitor and resource areas and meets identified criteria (see above). If land selected for the facility is outside of the parks boundaries or area of NPS acquisition authority, an administrative or legislative boundary change would be required, depending upon the size and location of the property.

ELEMENTS UNIQUE TO EACH ALTERNATIVE

NO-ACTION ALTERNATIVE

ACTION ALTERNATIVE ONE

ACTION ALTERNATIVE TWO

**Park Headquarters** (Park Support Zone)

*The Bellefield property functions efficiently as park headquarters.*

- Plan, design, and implement modifications to the Bellefield property to make more efficient use of its space for administrative functions, to improve the vehicular and pedestrian circulation systems, to expand and screen Bellefield parking, to enhance pedestrian connections between the Wallace Center and the Farrand Garden, and to accommodate new functions in the Bellefield outbuildings.
- Repair Bellefield outbuildings and use them for limited park administrative functions and storage.

*The Bellefield property functions efficiently as park headquarters and is made more available for partner and public use.*

- Plan, design, and implement modifications to the Bellefield property to make more efficient use of its space for administrative functions, to improve the vehicular and pedestrian circulation systems, to expand and screen Bellefield parking, to enhance pedestrian connections between the Wallace Center and the Farrand Garden, and to accommodate new functions in the Bellefield outbuildings.
- Adaptively reuse the Bellefield outbuildings to support the place-based learning center operated by others and for administrative space, as needed.
- Allow partners to use select spaces in the Bellefield Mansion and grounds for targeted fund-raising events, so long as park operations are not disrupted and the events support the purposes of the parks.
- Promote the Farrand Garden more fully as a public destination.
- Rehabilitate the "wild garden" portion of the Farrand Garden to improve the pedestrian connections between Bellefield and the Wallace Center, if funds for its development and ongoing maintenance can be assured.

**Funding** (Park-wide)*Park funding continues as at present.*

- Continue to rely on base budget plus entrance fee, special-use fees, and program funding.
- Seek increased authorities for visitor and special-use fees periodically to help defray repair and other project costs.
- Continue partner support for special projects as at present.

*Park funding continues as at present, but increased partner participation in maintenance and interpretation helps offset other costs.*

- Continue to rely on base budget plus entrance fee, special-use fees, and program funding.
- Seek increased authorities for visitor and special-use fees periodically to help defray repair and other project costs.
- Seek increased partner and volunteer participation to help offset maintenance costs and to help present interpretive and educational programs.

*New and augmented sources of revenue are actively sought to help support operations, maintenance, collections care, and provision of visitor services. Revenue-generating ventures that are within NPS authority and do not interfere with or adversely impact park operations, administration, or preservation are evaluated and implemented.*

- Continue to rely on base budget plus entrance fee, special-use fees, and program funding.
- Seek increased authorities for visitor and special-use fees periodically to help defray repair and other project costs.
- Seek increased authorities for special program fees and/or arrangements with partners to conduct special programs for a fee (e.g. "After Hours" evening tours of the Vanderbilt Mansion).
- Allow select areas of Bellefield (e.g. Morgan Room, terrace, Farrand Garden) and VAMA (e.g. Pavilion, grounds, gardens) and Top Cottage (limited to small groups and to shuttle access) to be used for targeted fund-raising opportunities with partners that are advancing park purposes.
- Based on a feasibility study, lease historic structures that are deemed not essential solely for interpretation to help support their preservation.
- Develop a park-wide "branding" system and value-added branded products with partners to strengthen the identity of the parks and to generate revenue to support park activities.
- Develop a licensing program for product lines to generate a dedicated revenue source to support park activities.

## ELEMENTS UNIQUE TO EACH ALTERNATIVE

### NO-ACTION ALTERNATIVE

### ACTION ALTERNATIVE ONE

### ACTION ALTERNATIVE TWO

---

#### Staffing (Park-wide)

*Vacant positions are filled to achieve basic preservation and maintenance activities and visitor services.*

- Fill positions (as outlined in the existing target organization based on the Northeast Region Position Management Review Board recommendations of 2006) in the areas of administration, maintenance, interpretation, natural resources, and museum services.

*The number of park staff, augmented by partnership and volunteer support, is sufficient to achieve the objectives outlined in this alternative.*

- Seek increases in staff devoted to volunteer coordination, education, maintenance, interpretation, museum services, and visitor protection.
- Augment NPS staff with volunteer docents.

*The number of park staff, augmented by extensive partnership and volunteer resources, is sufficient to achieve the objectives outlined in this alternative.*

- Seek increases in staff devoted to partnership coordination, maintenance, museum services, and visitor protection.
- Park staff members in certain positions, such as in educational programming and interpretation, function as facilitators and coordinators of partner and volunteer efforts more than in the other alternatives.
- Augment staff with extensive partner and volunteer efforts.
- Work with partners to endow critical positions.

---

#### Marketing and Promotion (Park-wide)

*Key partners continue to assist with marketing and promotion.*

- Continue to seek funding and collaborate on marketing and other activities through HistoricHydePark.org with the FDR Library, ERVK, FER1, and through other efforts.

*Marketing efforts are enhanced in partnership with others.*

- Continue to seek funding and collaborate on marketing and other activities through HistoricHydePark.org with the FDR Library, ERVK, FER1, and through other efforts.
- Focus marketing efforts on increasing access to the sites in collaboration with partners and improving way-finding to and among the sites.

*Marketing and promotion are considered ongoing park operational activities.*

- Continue to seek funding and collaborate on marketing and other activities through HistoricHydePark.org with the FDR Library, ERVK, FER1, and through other efforts.
- Seek sources of funding and new partners to promote the parks to a more diverse audience.

ELEMENTS UNIQUE TO EACH ALTERNATIVE

NO-ACTION ALTERNATIVE

ACTION ALTERNATIVE ONE

ACTION ALTERNATIVE TWO

**Partnership Efforts** (Park-wide)

*Existing partnerships and volunteer programs are maintained and continue at existing levels.*

- Continue to work with primary partners to carry out programs and activities as at present.

*Partnerships with primary partners are enhanced to develop new interpretive opportunities and assist with resource management.*

- Work with partners and volunteers to provide increased assistance with management and maintenance of cultural landscapes.
- Work with partners and volunteers to provide increased assistance with tours and educational programs.

*Partnerships are expanded to develop new interpretive opportunities (including learning center), conduct resource management, and generate revenues. A new partner umbrella group facilitates coordination and enhances capacity of the partner organizations.*

- Work with partners to expand revenue generation to support park operations, maintenance, and programs.
- Work with partners to develop and deliver interpretive tours, demonstration programs, special events, and recreation-based interpretive activities, and institute the learning center.
- Work with partners and volunteers to increase assistance with maintenance of cultural landscape and historic structures, through lease or other mechanisms.
- Work with partners to explore diverse aspects and enduring relevance of site themes through lecture series, conferences, seminars, changing exhibits, and other forums.

### **Cost Estimates for the Alternatives**

The GMP provides a framework for coordinating and integrating subsequent planning and management decisions affecting Roosevelt-Vanderbilt NHS. When funds become available to begin designing facilities or undertaking individual actions consistent with the GMP, site-specific planning, research, and environmental analysis will take place. Specific actions will be subject to federal and state consultation requirements, and the public will be involved throughout the process. The draft and final environmental impact statements accompanying the general management plans are essentially programmatic statements that present an overview of potential impacts. Later plans that derive from the GMP would be subject to a more detailed review of environmental impacts.

The presentation of costs within the GMP is applied to the types and general intensities of development in a comparative format. The costs are presented as estimates that allow for flexibility in application of components and are not appropriate for budgeting purposes.

The costs presented have been developed using industry standards to the extent available. Actual costs will be determined at a later date, considering the design of facilities, identification of detailed resource protection needs, and changing visitor expectations. The cost estimates presented represent the total costs of projects. Potential cost-sharing opportunities with partners would reduce the overall costs.

Approval of the GMP does not guarantee that funding or staffing for proposed actions will be available. Implementation of the plan will depend on the availability of funds. Full implementation of the general management plan may occur many years in the future. All NPS construction and staffing proposals are contingent on NPS funding limitations and have to compete for funds through the NPS priority-setting process.

**Table 2-2: Comparison of Cost Estimates for the Alternatives**

	<b>NO-ACTION</b>	<b>ACTION ONE</b>	<b>ACTION TWO (PREFERRED)</b>
<b>Annual Operating Costs (ONPS)<sup>1</sup></b>	<b>\$6,277,300</b>	<b>\$7,661,900</b>	<b>\$6,638,700</b>
Amount Over No-Action		\$1,384,600	\$361,400
<b>Staffing - FTE<sup>2</sup></b>	<b>80.5 FTE</b>	<b>98.5 FTE</b>	<b>85 FTE</b>
Amount Over No-Action		18	4.5
<b>Total One-Time Costs</b>	<b>\$3,600,000</b>	<b>\$26,400,000</b>	<b>\$20,900,000</b>
<b>Facility Costs<sup>3</sup></b>	<b>\$3,500,000</b>	<b>\$13,600,000</b>	<b>\$8,600,000</b>
<b>Non-Facility Costs<sup>4</sup></b>	<b>\$100,000</b>	<b>\$12,800,000</b>	<b>\$12,300,000</b>
<b>Other Costs</b>			
<b>Regional Center (Hudson Valley Welcome Center)</b>		<b>\$13,100,000</b>	[ALL ALTERNATIVES]

<sup>1</sup> Annual operating costs are the total annual costs for park operations associated with each alternative, including: maintenance, utilities, staff salaries and benefits, supplies, and other materials. Cost estimates assume that the alternative is fully implemented as described in the narrative.

<sup>2</sup> The total FTE is the number of person-years required to maintain the assets of the parks at a good level, provide acceptable visitor services, protect resources, and generally support the parks' operations. The FTE number indicates the ONPS-funded staff only, not volunteer positions or positions funded by partners. FTE salaries and benefits are included in the annual operating costs.

<sup>3</sup> One-time facility costs include design, construction, rehabilitation, or adaptive re-use of visitor centers, roads, parking areas, administrative facilities, comfort stations, educational facilities, maintenance facilities, museum service facilities, and other visitor facilities.

<sup>4</sup> One-time non-facility costs include actions not related to facilities, such as the treatment of cultural or natural resources, the development of exhibits or visitor materials, and other park activities that would require substantial funding above annual operating costs. Examples of non-facility costs include forest management and treatment of designed landscapes.

### **The Environmentally and Agency Preferred Alternative**

After evaluating the potential impacts of the alternatives on cultural and natural resources, the visitor experience, park operations, and the socioeconomic environment, the NPS has determined that Action Alternative Two is the Environmentally Preferred Alternative. As Action Alternative Two conveys the greatest number of beneficial results in comparison with the other alternatives, it is also the NPS Preferred Alternative. The following discussion explains why Action Alternative Two is both the Environmentally Preferred Alternative and the NPS Preferred Alternative.

The Environmentally Preferred Alternative is defined by the Council on Environmental Quality as “the alternative that will promote the national environmental policy as expressed in the National Environmental Policy Act (NEPA), Section 101(b).” Generally, the Environmentally Preferred Alternative

is the alternative that causes the least damage to the biological and physical environment and that best protects, preserves, and enhances cultural and natural resources. Section 101(b) defines the following six criteria for an Environmentally Preferred Alternative:

1. Fulfills the responsibilities of each generation as trustee of the environment for succeeding generations.
2. Assures for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings.
3. Attains the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences.
4. Preserves important historic, cultural, and natural aspects of our national heritage and maintains, wherever possible, an environment that supports diversity and variety of individual choice.
5. Achieves a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities.
6. Enhances the quality of renewable resources and approaches the maximum attainable recycling of depletable resources.

Since the six criteria overlap to a considerable degree, so that the potential impacts of the alternatives under consideration are similar or interconnected, they are addressed in a unified statement. In addition, Criteria 5 and 6 are not substantially engaged by the actions proposed under any of the alternatives.

The goal of the NPS is to serve as a trustee for the environment for future generations. This fundamental requirement to preserve significant resources is contained in the agency's 1916 Organic Act. The No-Action Alternative would seek to maintain resources at a basic level and thereby fulfill the NPS obligation to preserve the resources with which it has been entrusted. However, the experience of the last several decades, characterized by appropriations that have decreased in relative value combined with numerous increased demands on the park staff, have resulted in a growing maintenance backlog and an observable deterioration in some primary resources. Filling vacancies in critical staff positions, as outlined in the No-Action Alternative, would provide some needed assistance in addressing the backlog, but would not be sufficient to remedy the diminished resource condition and provide a satisfactory visitor experience.

Action Alternative One, which proposes an expansion in staff and a larger role for volunteers, would enable the park to better fulfill its responsibilities as trustee of cultural and natural resources. Action Alternative Two would have a more pronounced beneficial impact, because it proposes greater reliance on partnerships and new sources of revenue, which would free park employees and funding to focus on management to a greater degree than Action Alternative One. As the experience of the last several decades indicates, reliance on a high level of sustained government support over the long term for operations and services, as is the case with Action Alternative One, even augmented with strong volunteer support, may not be as sustainable a management approach as it

once was; whereas the integration of partners in many levels of operations and services, as is the case with Action Alternative Two, facilitates better resource preservation and stewardship over the long term.

All three alternatives seek to maintain the primary historic structures and collections in good condition and to present the historic homes as fully furnished interiors that reflect their period of significance. Differences in treatment among the alternatives are evident primarily in the cultural landscape. In continuing current management practices, the No-Action Alternative would continue to permit field encroachment, naturalization of forest plantations, obstruction of views, and other types of unfavorable cultural landscape conditions. Action Alternative One, which seeks to present a more literal re-creation of the historic scene, seems at first to offer the best prospects for preserving cultural resources. Its ultimate practicability remains debatable, however, as it cannot be assured that the NPS will be able to muster the resources needed to essentially freeze the parks at a fixed stage of development and maintain them in that state indefinitely. Action Alternative Two, by allowing greater flexibility, will actually provide better prospects of perpetuating the character-defining aspects of the parks' cultural resources and making them meaningful to the public. In relying more on re-establishing historic land uses, as opposed to strictly re-establishing historic appearance, it presents an approach to landscape management that is more practical, cost-effective, and sustainable over the long term, and thus more likely to succeed in preserving resources.

By encouraging flexibility of treatment and more diverse and imaginative interpretation, Action Alternative Two has the greatest likelihood of achieving healthful, productive, and aesthetically and culturally pleasing surroundings. This alternative, by improving the presentation of cultural resources, offers the best possibility of halting or even reversing the long-term decline in visitation at the Roosevelt sites. Making the parks more lively places and interpreting them in ways that demonstrate their relevance to contemporary concerns should increase the qualitative benefits of the parks, as well as stimulating greater and more varied use by the American public. Similarly, the greater scope of education under Action Alternative Two may more effectively renew interest in the parks and motivate new park stewards.

With respect to natural resources, the No-Action Alternative would convey certain minor benefits, as continued lack of management would allow some greater diversity of habitats and species. This limited improvement would be greatly outweighed by the overall lack of interpretive attention to these resources, and resulting lack of visitor understanding of their importance. Action Alternative One, by increasing certain uses and managing forest plantations, natural woodlands, and agricultural fields as more of a monoculture, reduces diversity and habitat value in some areas. These impacts would be balanced by the aspects of the alternative that would yield improved interpretation and visitor understanding. Under Action Alternative Two, the minor negative impacts would be further decreased by greater flexibility and the use of contemporary farming and forestry practices, which tend to better support natural resource values. In addition, natural resources would benefit from the various measures to intro-

duce new stewards and find new sources of support for the preservation effort.

Action Alternative Two supports greater recreational use of the trails (compatible with the resources that make them nationally significant), and thus provides a wider range of choice for public enjoyment of the parks. The expanded trail use envisioned under Action Alternative Two, and to a lesser extent under Action Alternative One, may actually generate a collateral benefit toward wildlife, vegetation, and soils, as a greater public and staff presence would tend to curtail illegal all-terrain-vehicle use in outlying areas. The No-Action Alternative would do little to reduce such continuing resource damage.

With its stress on stimulating interest in the parks, which should translate into more stabilized visitation, Action Alternative Two is expected to have a modest, but greater beneficial socioeconomic impact than the other alternatives. At the same time, its emphasis on partnerships and innovative programs should increase community involvement in the parks, which will support both preservation and a compatible diversity of uses. Moreover, it is consistent with the Roosevelts' ideals of active participation in government and civic life.

### **Ideas Considered but Not Advanced for Further Analysis**

During the course of planning, the team considered several other proposals that, after consideration, proved to be unfeasible or undesirable. The following section summarizes these proposals and the reasons they were eliminated.

#### **Creating a combined Roosevelt and Vanderbilt National Historical Park**

This idea was proposed because it might have reduced administrative redundancies. However, the Roosevelt and Vanderbilt parks are not closely related thematically. Even if the parks were combined legislatively, thematic differences would require separate treatments. In daily operation, funding can be moved between sites, and the staff can share management responsibilities without the parks being combined.

#### **Merging the Home of Franklin D. Roosevelt and Eleanor Roosevelt National Historic Sites**

This could reduce administrative redundancies and reinforce the historic connections between the sites, which shared the same ownership in FDR's lifetime. As with the preceding proposal, the administrative savings would probably be negligible. In fact, a merger would have a negative impact on the parks' ability to compete for funding, and the legislative process to permit a merger could have unforeseen consequences. Plus, the parks differ in their periods of significance and interpretation. In practice, historic connections between the sites can be brought out through interpretive media.

#### **Acquiring the Hyde Park Mall, removing the mall structures and parking lot, and reclaiming the land as a part of the Roosevelt Family Estate**

This acquisition would restore a large portion of the historic James R. Roosevelt property and protect the historic scene of the Home and Library, thus greatly enhancing the park's setting. It is considered unfeasible because property acquisition, tenant relocation, and land reclamation would make the expense

enormous. There would be a substantial loss of tax revenue to the Town of Hyde Park.

**Acquiring the remaining resources related to the Vanderbilt Farm, upgrading their historic appearance, and opening them to the public for interpretation**

This would provide maximum protection to the resources and enable fuller interpretation of the Vanderbilt estate. After study, the idea was not advanced because the integrity of the farm has been lost, the interiors of structures have been modified, the cost of property acquisition and tenant relocation would be too great, and opening and interpreting the structures to the public on a regular basis would be logistically difficult.

**Relocating management and administrative offices from Bellefield**

If the offices were relocated, the park could lease the structure and decrease its maintenance responsibilities. While this could be a benefit, the proposal is impractical. The development of the Wallace Center requires park managers to be in proximity to the Library within the administrative “campus” at the Home of FDR. No other facility within the Home of FDR NHS is of sufficient size, and the acquisition of a new facility is neither feasible nor desirable. Relocation to the Vanderbilt Coach House would provide sufficient space to consolidate the staff, but the location is too remote from the core of activity around the Wallace Center.

**Rebuilding the Bard Rock Boathouse**

This proposal would have interpretive benefits in conveying the importance of the river to the Vanderbilts and creating a focal point that would serve as a landmark along the Hudson. While somewhat appealing, these interpretive benefits are of very low priority compared to more pressing needs. The operational requirements of maintaining, staffing, and protecting the boat house would be prohibitive. NPS policy discourages such reconstruction unless there is some overwhelming necessity. In addition, there was concern that a rise in the river level due to climate change could threaten the long-term survival of the structure.

**Building a new structure at Bard Rock**

This proposal would have provided a structure within which to house new facilities for car-top boat users, such as lockers and kayak racks. It also would create a focal point that would serve as a landmark along the Hudson. It was determined that, although desirable, the facility would not be essential for car-top boat use. The operational requirements of maintaining, staffing, and protecting the facility would be prohibitive. In addition, there was concern that a rise in the river level due to climate change could threaten the long-term survival of the structure.